

City Hall 180 NE 2nd St Hermiston OR 97838

April 10, 2024 at 7:00 PM

AGENDA

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- 1. CALL TO ORDER 7:00 PM
- 2. MINUTES
 - A. Minutes of the March 13, 2024 regular planning commission meeting
- 3. HEARINGS
 - A. Conditional Use Good Shepherd Health Care System 4N2810B Tax Lot 200 610 NW 11th St
- 4. **NEW BUSINESS**
 - A. Final Plat- View Wood Estates Phase II 4N2814AD Tax Lot 902 920 E View Drive
- 5. PLANNER COMMENTS AND UNSCHEDULED COMMUNICATION
- 6. ADJOURN

** AMERICANS WITH DISABILITIES ACT NOTICE**

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Regular Meeting Minutes March 13, 2024

Chairman Fialka called the regular meeting to order at 7:00PM. Present were Commissioners Caplinger, Collins, Saylor, Sargent, Guerrero and Kirkpatrick. Commissioners Doherty was excused. Commissioner Hamm was absent. Youth Advisor Sarahi Gutierrez was present. Staff in attendance included Planning Director Clint Spencer, City Attorney Richard Tovey, and Planning Assistant Heather La Beau.

Minutes

Commissioner Caplinger moved, and Commissioner Collins seconded to approve the minutes of the February 14, 2024, regular meeting. Motion passed.

Subdivision Fieldstone Crossing Phase 2 Hermiston School District 8R 4N2815CA Tax Lot 1300-1653 SW 9th St

Planning Director Spencer presented the staff report. This preliminary plat proposes to create eleven residential lots around a single cul-de-sac and a 5.5 acre lot for future school use or additional residences. These new lots will continue to be built by students in the vocational training program.

Testimony

Anthony Bonifer, Wenaha project manager 125 SE Court Ave Ste A Pendleton OR 97801- Mr. Bonifer is representing the Hermiston School District and is available to answer any questions along with Trevor Bennett from PBS.

Dr. Tricia Mooney, Superintendent Hermiston School District 1055 W Judith PI- The 10th home is currently being built in the Fieldstone Crossing subdivision and there is one vacant lot remaining. They plan to have the next phase platted to avoid any delays in the building program. Stanfield and Umatilla districts are included in the program. Students submit to an application process, class prerequisites, and ta two period time commitment. A second student home builder program teacher has been added this year, however it is unlikely they will increase output to two homes a year anytime soon.

Findings of Fact

Chapter 94: Streets and Sidewalks

One new street is proposed on the preliminary plat. The applicant proposes a new east-west cul-de-sac extending eastward from SW 9th St. This new east-west cul-de-sac shall be designated as SW Fieldstone Ct on the final plat.

Chapter 154: Subdivisions

Design Standards

154.15 Relation to Adjoining Street System.

The preliminary plat is adjacent to SW 9th Street. One new street is proposed. A new cul-de-sac extending east from SW 9th St is proposed. The new cul-de-sac does not exceed 400 feet in length. Union Pacific Railroad tracks forms the east boundary of Lot 12, which is an oversized lot reserved for future development. Lot 12 remains vacant land for the school's future use. Further extension of this street is impractical. No other connections to the existing street network are proposed.

154.16 Street and Alley Width.



Regular Meeting Minutes March 13, 2024

All streets have a width of at least 50 feet which meets the minimum requirement for local residential streets. The proposed cul-de-sac has a radius of over 50'. No new alleys are proposed as part of the preliminary plat. The street design standards are satisfied.

154.17 Easements.

Easements of 10 feet in width are provided on all street frontages. These easements are public utility easements that accommodate storm drainage, utilities, and sidewalks.

154.18 Blocks.

There are no blocks proposed as part of the subdivision proposal. City standards require a maximum block length of 600 feet. This development will have a 100-foot block length.

154.19 Lots.

All the proposed lots will make desirable building sites properly related to topography as required by §154.19 of the Hermiston Code of Ordinances. Apart from lots 5, 6, and 7, all the proposed lots are at least 60 feet wide and 80 feet deep. Lots 5, 6, and 7 are all less than 60 feet wide at the street line but meet the 60-foot width requirement at the building line as required by 154.19(A) and have at least 25 feet of street frontage as required by 157.025(C)(3). All the proposed lots exceed the minimum lot size of 8,000 square feet in the R-1 zone. Where possible, all side lot lines are at right angles or are radial to street lines. There are two corner lots in the proposed development, each of which have sufficient width and depth to allow the establishment of front building lines on both local residential street frontages. Lots 7, 8, 9, 10, and 11 are serviced by the development's local street network and also have frontage on W Gettman Road. To preserve the functionality of traffic movements on W Gettman Road, staff recommends the planning commission require the applicant to place a notation on the final plat stating that Lots 7,8,9,10, and 11 shall not access W Gettman Road.

154.20 Character of Development.

Staff understands that the applicant intends to market the subdivision as a single-family development. The lot sizes proposed for the development exceed the minimum size permitted in the R-1 zone for single-family dwellings. Uses permitted in the R-1 zone are listed in §157.025 of the Hermiston Code of Ordinances.

154.21 Parks, School Sites and the Like

The comprehensive plan and parks master plan do not indicate a need for any parks or schools in the vicinity of the proposed development. There are two existing schools in the neighborhood.

Preliminary Plat

The preliminary plat contains most of the information required by 154.35 of the Hermiston Code of Ordinances.

The following items are not included with the preliminary plat:

(a) Grades and profiles of proposed streets



Regular Meeting Minutes March 13, 2024

The above information must be included unless waived by the planning commission. Profiles for the streets will be required as part of the civil drawing review process or final plat process. Staff recommends that the planning commission waive the required information for the preliminary plat but require it for civil drawing submission.

Required Minimum Improvements

154.60 Permanent Markers.

All subdivisions shall be surveyed in accordance with ORS 92.050 through 92.080. The preliminary plat has been surveyed.

154.61 General Improvements.

As a condition of approval for the final plat, the city will require the installation of grading, storm drainage, curb and gutter, sidewalks, street paving and all service utilities. All improvements must comply with the Public Works Department standard plans and specifications manual. As a condition of approval, the planning commission shall require the applicant to sign an improvement agreement with the city agreeing to specific development conditions. In lieu of completion of such work, the City may accept a Letter of Credit in an amount and conditions to be specified.

W Gettman Road is partially improved with curb and gutter for approximately 460 feet along the development site. W Gettman Road shall have improvements in the form of sidewalk, curb, gutter, drainage improvements, and infill paving for 600 feet along the area of the site proposed for development. SW 9th St is fully improved along the entire frontage adjacent to the site.

Final design approval of all improvements must be obtained from the city engineer. Streetlights must also be installed at the applicant's cost. Once installed, the City will assume the monthly service charges.

154.62 Water Lines.

Each lot is planned for connection to the municipal water supply. Water system extensions and fire hydrant locations must be approved by the city engineer. The development will be serviced by the existing water improvements in SW 9th Street. Water improvements in W Gettman Road terminate at the end of the existing paving improvement. As a condition of approval, the city will require the extension of a water main to the east line of Lot 7 in W Gettman Road, a distance of approximately 140 feet.

154.63 Sanitary Sewer System.

Each lot is planned for connection to the sanitary sewer system. The sewer layout must be approved by DEQ, the city sewer superintendent and the city engineer. The development will be serviced by the existing sewer improvements in SW 9th Street. Sewer improvements in W Gettman Road terminate at the end of the existing paving improvement. As a condition of approval, the city will require the extension of a sewer main to the east line of Lot 7 in W Gettman Road, a distance of approximately 140 feet.

154.64 Drainage.

All necessary facilities shall be installed sufficient to prevent the collection of surface water in any low spot and to maintain any natural water course.

154.65 Sidewalks.



Regular Meeting Minutes March 13, 2024

The applicant shall install sidewalks along all street frontages of all lots as required by the improvement agreement.

154.66 Bikeways.

The City of Hermiston Transportation System Plan does not call for any bikeways in this area.

Chapter 157: Zoning

157.025 Low Density Residential Zone (R-1)

All the proposed lots are created in conformance with the requirements of the R-1 zone. All the proposed lots exceed the minimum lot size of 8,000 square feet. Apart from lots 5, 6, and 7, all the proposed lots are at least 60 feet wide and 80 feet deep. Lots 5, 6, and 7 are all less than 60 feet wide at the street line but meet the 60-foot width requirement at the building line as required by 154.19(A), and 25-foot minimum street frontage requirement in 157.025(C)(3).

Conditions of Approval

- 1. Applicant shall work with and receive certification from the Hermiston Irrigation District prior to final plat approval. Applicant should be aware that the City of Hermiston will not sign the final plat until the irrigation district has been satisfied and signs the final plat.
- 2. Applicant must sign an improvement agreement and shall install grading, storm drainage, curb and gutter, sidewalks, street paving, and all service utilities for this development. All improvements for each phase shall comply with city standards and specifications and shall receive final approval from the city engineer.
- 3. Streetlights shall be installed at the applicant's cost. Once installed, the City will assume the monthly service charges.
- 4. Applicant shall comply with all provisions of 92.12 of the Hermiston Code of Ordinances (relating to the control of blowing dust) during all phases of construction.
- 5. All streets shall be designated in accordance with §94.22 of the Hermiston Code of Ordinances as detailed in the findings of fact for Chapter 94. The new cul-de-sac shall be labeled as SW Fieldstone Ct on the final plat.
- 6. Applicant shall improve W Gettman Road frontage of the property with sidewalk to the end of the existing curb and gutter (a distance of approximately 460 feet), and with curb, gutter, sidewalk, drainage improvements, and paving improvements to minor collector status from the terminus of existing curb and gutter to the east end of the development site (a distance of approximately 140 feet).
- 7. Water and sewer mains shall be extended in W Gettman Road from their current terminus at the paving/chip seal boundary to the east line of Lot 7, a distance of approximately 140 feet.
- 8. Easements of at least 10' shall be provided along all street frontages.



Regular Meeting Minutes March 13, 2024

9. A notation shall be placed on the plat stating Lots 7, 8, 9, 10 and 11 shall not establish driveways onto W Gettman Road.

Commissioner Saylor moved, and Commissioner Kirkpatrick seconded to make the project file a part of the record. Motion passed. Commissioner Kirkpatrick moved, and Commissioner Collins seconded to adopt findings of fact. Motion passed. Commissioner Saylor moved, and Commissioner Sargent seconded to impose the conditions of approval. Motion passed. Commissioner Saylor moved and Commissioner Caplinger seconded to recommend approval of the preliminary plat with the conditions of approval. Motion passed.

Planner Comments and Unscheduled Communication

- Council approval of Hermiston Home Works, Inc comprehensive plan amendment and annexation
- Statement of Economic Interest forms due April 15
- Former Commissioner Rebman will serve as a volunteer for the upcomimng transportation planning projects

Updates were given on the following projects:

- North Hermiston Urban Renewal project
- SE 2nd St Gateway Improvements
- South Hermiston Industrial Park
- UGB Expansion
- GRATE (W Gettman Ave extension)

Adjournment

Chairman Fialka adjourned the meeting at 7:30PM.



Members of the Planning Commission **STAFF REPORT**

For the Meeting of April 10, 2024

Title/Subject

Conditional Use - Good Shepherd Health Care System 4N2810B Tax Lot 200 - 610 NW 11th St

Summary and Background

Good Shepherd Health Care System has submitted a request to modify the master plan for the existing hospital located at 610 NW 11th Street. The proposed modifications to the master plan include expansion of the existing heliport, construction of a new hangar facility, a second helipad, and the addition of a new daycare facilities building. A hospital is a conditional use in all residential and commercial zones in the city. Hospitals are a use subject to master plan approval in the Hermiston Code of Ordinances per §157.210(F)(1). The hospital's master plan was last reviewed and approved in 2007.

The property is described as 4N 28 10B Tax Lot 200. The property has a zoning of Outlying Commercial (C-2) and a comprehensive plan map designation of Commercial. The property is owned by Good Shepherd Hospital of Hermiston. The application to modify the master plan has been prepared by Aron Faegre and Associates.

The existing master plan considers the existing hospital facilities as well as several future outbuildings and planned expansions to the main facility. As an example, the master plan approved the day surgery facility built in phases in the 2010s. Once a master plan is approved, facilities considered and planned within that document may be constructed in the future with no additional land use reviews required. Additionally, §157.210(F)(5) allows minor deviations from a master plan to be reviewed and approved administratively by city staff provided the overall land use intensity is not increased by more than 10%. Although the proposed modifications to the master plan are relatively minor in absolute size, constituting less than 10% of the total building area, the relative change in intensity, especially considering impacts on neighboring property from potential noise increases generated by additional flight operations, staff determined this constituted a major change to the approved master plan.

Good Shepherd currently has a helipad on-site, but helicopter operations are based at the Hermiston Municipal Airport. Living quarters and fueling are presently located at the airport. The proposed master plan addition relocates all of these facilities to the Good Shepherd campus. The proposal includes a 4,992 square foot hangar and crew facilities building, a second helipad, and fuel facilities. The second helipad is intended to provide continuity of helicopter service during construction and will function as a second helipad during emergencies. These changes, specifically the addition of the hangar and crew quarters, constitute an upgrade in use. The

facility is presently designated as a heliport by the FAA and designated with the FAA OG09. Any party proposing to modify a heliport must provide notice to the FAA at least 90 days prior to commencing construction of heliport facilities. The FAA requires notification for many alterations to a heliport and coordination with the FAA will be a condition of approval. The FAA classifies heliports in three categories, general aviation, transport, and hospital. This proposal falls under the hospital category. It will fall to the FAA through the federal permitting process to determine that all heliport standards for clear zones, approach lighting, pavement load capability, and other technical requirements are met. It is not within the city's jurisdiction to perform a thorough technical analysis of the heliport design, but it is within the city's authority to determine compliance with local zoning law and land use compatibility.

The existing 2007 master plan was approved by the city subject to nine conditions of approval. The conditions imposed on the hospital in 2007 were as follows:

- 1. The applicant shall submit a letter of approval from the fire marshal stating that the proposed site plan has been reviewed and all fire related safety measures are approved prior to issuance of a building permit for each construction project.
- 2. The applicant shall work with and receive certification from the Hermiston Irrigation District prior to issuance of the first building permit.
- 3. Bicycle parking shall be provided in accordance with §157.150(L)(4) of the Hermiston Code of Ordinances.
- 4. All areas for the standing and maneuvering of vehicles shall be paved prior to issuance of a certificate of occupancy. With each construction phase, city staff will review the overall parking plan and require construction of additional parking phases as necessary to ensure compliance with parking standards.
- 5. All storm water shall be retained on site.
- 6. Parking lot and exterior lighting shall be designed not to interfere with adjacent residential uses.
- 7. Signage shall be installed in accordance with Chapter 155 of the Hermiston Code of Ordinances.
- 8. Full street improvements along W Elm Avenue shall be installed in three phases. Each phase shall be installed in conjunction with the first three building permits issued for new construction on site. All three improvement phases shall be completed no later than five years from the date of the first building permit issuance.
- 9. Applicant shall provide detailed landscaping plans for street trees, building landscaping and pedestrian paths.

All conditions of approval from 2007 have been satisfied. Condition #8 requiring street improvement is a significant condition of approval in terms of community impact. Both street frontages are now improved to minor arterial status. Additionally, the intersection of NW 11th Street and W Elm Avenue has been signalized and has significantly improved flow. Since the heliport and additional daycare facilities are accessory uses to the hospital and will not directly generate additional vehicle trips, no additional street improvements are recommended.

The heliport expansion is minimal in terms of overall footprint on the existing hospital campus, but large in relative terms for helicopter operations. The existing helicopter pad is approximately 1,500 square feet of paved area. Following expansion, the paved area for operations will grow to approximately 14,000 square feet. The proposed 4,992 square foot building will serve as a hangar, living quarters, restrooms, and laundry and dining facilities. A portable fuel trailer will be parked on the site and will be enclosed within fencing. Additionally, a new 36'x36' (1,296 square feet) helipad will be constructed in the existing landscaped area north of the existing

parking lot. This helipad will be used for helicopter operations during construction and secondary emergency helipad after construction. Expansion and reconstruction of the helipads will also require demolition and reconstruction of the existing sidewalk serving the helipad and a new sidewalk to service the secondary helipad. Existing sidewalk is not ADA compliant and reconstructing flatter sidewalks will improve gurney service during Life Flight operations.

When considering a heliport upgrade, special attention must be paid to noise issues. Noise may be an especially relevant concern where the hospital abuts single-family dwellings on its south property line. The applicant has prepared a noise study which is attached to this application for the planning commission's reference. In summary, the noise study makes several key points. General aviation uses are typically exempt from noise considerations while flying, making location of ground facilities a key factor in planning. Helicopter overflight over the residential area is not permitted below 1000 feet, when possible. A helicopter at 1000 feet generates 70 dBA or similar to a lawnmower within 100 feet. Helicopter operations will transition below 1000 feet while taking off and landing from the heliport, generating higher noise levels, but the flight approach and departure paths do not transition above residential areas. However, wind conditions may require different paths which have limited periods of impact on nearby residences.

The State of Oregon establishes a 55 LDN limit around airports. The LDN is the average dBA level between day and night sound levels. The location of the heliport and the location of the existing hospital buildings south of the heliport work to confine sounds and create a noise shadow for the southern residential area and the noise of helicopters at ground level is anticipated to be contained within the hospital perimeter at the 55 LDN level. Levels may temporarily exceed this level during operations, but the number of flights will be relatively low and overall sound levels will average within the acceptable 55 LDN level.

The City has dedicated code addressing nuisance noise in Chapter 92. Nuisance noises are defined as those which are loud and raucous or unreasonably disturbs, injures, or endangers the comfort, repose, health, peace, or safety of reasonable individuals of ordinary sensitivity. There are specific exemptions in the code for noises created during the performance of emergency work. The applicant contends that life flight operations constitute emergency work. It is possible to interpret the code to include life flight as emergency work, which is defined in the code as any work performed to prevent or alleviate physical trauma or property damage, whether actually caused or threatened by an emergency, or work by private or public utilities when restoring utility service. The planning commission may wish to consider the potential exemption of helicopter noise under this definition or if the stricter Oregon DEQ standard is the governing rule.

The heliport currently sees steady flight operations with an average of 186 flights per year (a flight equals one take off and one landing). The heliport expansion envisions an increase in operations to 365 flights (or one per day) per year. Fifty percent of flight operations are presumed to be at night (or between the hours of 10 pm and 7 am). There has been discussion within the community that the heliport expansion will result in two helicopters being stationed at the hospital. The City has confirmed that after expansion there will still be only one helicopter based at the heliport. However, it is assumed that over time flight operations will increase through regional organic population growth.

The area proposed for heliport expansion and the hospital site overall both lie within the city's development hazard overlay in Figure 12 of the Comprehensive Plan. This site is identified as

an area subject to groundwater pollution hazards due to excessively well-drained section 3, 7 157.101(B) in the case of an existing or potential groundwater pollution threat, the city shall prohibit the outdoor storage of hazardous chemicals and underground storage of gasoline and diesel fuels. This proposal involves the above ground storage of fuel. The provisions of 157.101 remain in effect.

The proposal also includes the addition of a 6,000 square foot day care facility in the southeast corner of the site and near the existing day care of approximate size. The proposed day care is served by the existing paved parking area adjacent to the expansion and will be served by the existing fenced play area north of the existing day care. The expansion will provide additional day care services to hospital employees. This expansion is not proposed for immediate construction unlike the heliport expansion. However, as the hospital is considering an amendment to the master plan, it was recommended that any additional facilities be included with the application in order to make the most efficient use of the applicant's and planning commission's resources.

When considering the master plan amendment, the planning commission should consider how the proposed amendment fits with the overall approved master plan. For example, the site is developed with a considerable amount of parking. There are 603 existing parking spaces onsite. This is well in excess of the code requirement for hospital parking which is based on the number of beds and the space count is required to be 1.5 times the total number of beds. This number would be much lower than even the employee count within the facility, nor would it accommodate the number of visitors each day. Good Shepherd has wisely chosen to plan their parking plan with the medical clinic parking standard of one space per 300 square feet. Thus the 170,000 square feet of existing building area requires 567 spaces and 603 are provided. The reconfiguration of the heliport will remove seven parking spaces presently located adjacent to the grassy area north of the helipad. No parking deficiency is identified as a result of the reconfiguration.

It is important to note that the grassy area north of the existing helipad provides a substantial amount of storm water retention for the hospital's parking lot. The new hangar and living quarters will be constructed directly above this swale. As a part of the civil design process, the applicant is proposing to relocate these storm water retention and treatment functions to a new swale to be constructed approximately 100 feet to the north and east. This swale will be located near the NW 11th Street driveway. No impact to visibility for the hospital entrance is anticipated. The swale will be required to receive design approval from the city engineer prior to commencement of construction.

Public notice was provided for the proposed master plan amendment hearing.

- Notice of public hearing was published in the Hermiston Herald on March 27, 2024.
- Notice of proposed land use action was posted on the property on March 27, 2024.
- Notice of public hearing was provided by direct mail to all property owners within 300 feet on March 27, 2024.

§157.208 of the Hermiston Code of Ordinances provides the method and approval criteria necessary for approving or denying a conditional use. The specific findings required by this section are:

1. The proposal is in conformance with the comprehensive plan and zoning code.

- 2. The property is adequate in size and shape to accommodate the proposed use, with all other zoning requirements and any additional conditions imposed by the planning commission.
- 3. Public facilities are of adequate size and quality to serve the proposed use.
- 4. The proposed use will prove reasonably compatible with surrounding properties.

In granting a conditional use permit, the planning commission may impose, in addition to those standards and requirements expressly specified by the zoning code, any additional conditions they consider necessary to protect the best interests of the surrounding property or the city as a whole. These conditions may include increasing the required lot size or yard dimensions; limiting the height of buildings; controlling the location and number of off-street parking and loading spaces required; limiting the number, size and location of signs; requiring screening and landscaping to protect adjacent property and any other condition deemed necessary by the commission. It is not necessary to restate other ordinances and statutory requirements of the conditional use as part of the proceedings. The granting or denial of a conditional use will not affect the requirements of the City of Hermiston to comply with building, plumbing and electrical codes, other ordinances, statutory or regulatory compliance issues.

Tie-In to Council Goals

N/A

Fiscal Information

Good Shepherd is not a tax paying entity. There will be no additional revenue generated from increased valuation of site improvements.

<u>Alternatives and Recommendation</u>

Alternatives

The planning commission may choose to:

- Approve the master plan amendment as submitted
- Require modification to the plan and approve the permit
- Reject the master plan amendment
- Continue the hearing and require additional evidence be added to the record

Recommended Action/Motion

Staff recommends the planning commission approve the master plan amendment as submitted and subject to the draft conditions.

Submitted By:

Clinton Spencer, Planning Director

Exhibit A

Findings of Fact Good Shepherd Hospital Master Plan Amendment 610 NW 11th Street April 10, 2024

HERMISTON ZONING CODE CONDITIONAL USE APPROVAL CRITERIA AND STANDARDS

The following addresses the specific approval criteria and development standards which apply to Conditional Use Review for the proposed project from the Hermiston Zoning Code.

CONDITIONAL USES 157.205 AUTHORITY TO GRANT OR DENY.

(A) Conditional uses are those uses which may be appropriate, desirable, convenient or necessary in the district in which they are allowed, but which by reason of their height or bulk or the creation of traffic hazards or parking problems or other adverse conditions may be injurious to the public safety, welfare, comfort and convenience unless appropriate conditions are imposed. Uses designated in this chapter as conditional uses may be permitted, enlarged or otherwise altered upon authorization by the Planning Commission in accordance with the standards and procedures set forth in this subchapter and 157.229. In the case of a use existing prior to the effective date of this chapter and which is classified in this chapter as a conditional use, any change in use or in lot area or any alteration of the structure shall conform with the requirements dealing with conditional uses.

Finding

It is common for hospitals to have a heliport that allows a helicopter to land for the purpose of bringing a patient to the hospital, or taking a patient to a different hospital that has services which the patient needs in order to save the patient's life. The Good Shepherd Hospital has had an FAA approved heliport for many years. This project improves existing hospital services by having the helicopter and LFN crew based at the hospital by the heliport.

By having the helicopter, hangar, and crew quarters located at the hospital, the medical transport capabilities move to a higher level of service: a) first, in terms of timeliness since the helicopter and crew are on constant standby at the hospital and ready to go, and b) second, the quality of service is improved

because the flight crew medical staff are adjacent to the ER, and thus regular coordination is easier to maintain due to the proximity. For some flights departing from the hospital will be quicker than currently occurs at the Hermiston Airport where the helicopter is currently based. Eliminated will be potential temporary delays due to other aircraft landing or taking off or maneuvering on the airport ramp.

Having improved hospital medical services is not just a benefit to Hermiston families, businesses, and workers, but also provides a strong support to the tourism industry – visitors are more comfortable vacationing to a region if they know there is excellent and responsive medical care available. For some patients at the hospital, this medical transport can become a necessary service, when their life relies on being able to be quickly transported to a facility with specialty life saving equipment or expertise. For people in the larger community the time-critical arrival of the helicopter and their medical crew is what saves their life. Thus, this is a request that complies with the authority of the city's code.

Daycare services for hospital employees provides an important fringe benefit assisting the facility in attracting and retaining qualified employees. Future construction of hospital facilities in compliance with this master plan will continue to require additional daycare facilities to satisfy employee demand. As a fringe benefit and accessory use, the daycare does not increase the overall land use intensity on the site as it is not in and of itself a trip generator, but a secondary destination for trips and employees already working at the hospital.

- (B) In permitting a conditional use or the modification of an existing conditional use, the city may impose, in addition to those standards and requirements expressly specified by this chapter, any additional conditions which the city considers necessary to protect the best interests of the surrounding property or the city as a whole. These conditions may include:
 - (1) Increasing the required lot size or yard dimensions;
 - (2) Limiting the height of buildings;
 - Controlling the location and number of vehicle access points;
 - (4) Increasing the street width;
 - (5) Increasing the number of off-street parking and loading spaces required;
 - (6) Limiting the number, size and location of signs;
 - (7) Requiring screening and landscaping to protect adjacent property; and

(8) Recording conditions on the property with the County Clerk.

<u>Finding</u>

This application is for the addition of a hangar and crew quarters to an existing heliport. It is not for requesting a change to the location of the existing heliport. The new building will have a brick exterior, of brick type and color to match the existing other buildings on the hospital campus. The applicant proposes that this exterior material be a condition of approval.

A review of the above eight potential condition items follows:

- 1. Yards: the new building is located well inside of the campus, and needs to be located adjacent to the existing heliport, and thus there are no significant need for increased lot size or yard dimensions;
- 2. Building Height: the height of the building is approximately 22 feet, which is much less than the 35 feet standard listed in the current conditional use master plan approval;
- 3. There are no changes to vehicle access points so there is no impact to this item;
- 4. There is no significant change in traffic so there is no need for street width changes;
- 5. The number of parking spaces expected to be used by the Life Flight Network crew are six which represent approximately 0.7% of the total 899 spaces on the campus. The parking on site has not shown any signs of distress or of being inadequate. There have been no known periods when the parking is full, or even nearly full. A review of Google Earth six images from the past three years shows that at most for those random times, there has remained much excess parking. So given the small number of spaces needed, and the lack of an existing parking supply problem, the addition of the hangar and crew quarters will not create a need for additional parking at the hospital.
- 6. There will be a sign on the new building identifying it as being Life Flight Network, and this will be applied for through the city's sign ordinance standards;
- 7. The site is distant from the hospital exterior boundaries, so there is no new screening or landscaping required;
- 8. There are no known reasons for special recording conditions for the building.

157.206 APPLICATION PROCEDURE.

A property owner or his authorized agent may initiate a request for a conditional use or the modification of an existing conditional use by filing an application with the city using forms prescribed for the purpose. The application shall be accompanied by a site plan, drawn to scale, showing the dimensions and arrangement of the proposed development. The Planning Commission may require other drawings or information necessary to understand the proposed use and its relationship to surrounding properties. The applicant shall pay a fee as established by the City Council at the time the application is filed.

<u>Finding</u>

This application requests addition of a Life Flight Network helicopter hangar and crew quarters, to be located at the Good Shepherd Health Care System, 610 NW 11th Street, Hermiston, OR 97838. As such this is a modification of the 2007 conditional use Master Plan approved in 2007. The application is provided with a revised Master Plan drawing, as well as detailed drawings showing the proposed new building façade, floor plan, storm water system, and utility plans.

157.208 APPROVAL CRITERIA.

Based on the testimony provided at the hearing, the Planning Commission shall develop findings of fact to justify either approving or denying a conditional use permit. The Planning Commission may approve the requests when it is determined the request is in conformance with all the following requirements or can be made to conform through the impositions of conditions:

(A) The proposal is in conformance with the Comprehensive Plan and Zoning Code.

Finding

A review of relevant sections of the Comprehensive Plan and Zoning Code are contained in in these findings. No non-conforming issues are found. The helicopter use is a pre- existing approved use. The only change is that flight crew and medical staff remain on site at the hospital, in lieu of returning to some different location. The advantage of this is that emergency transport of patients at the hospital can occur more quickly, and the coordination between LFN staff and hospital staff is easier, both of which are benefits to the larger community.

(B) The property is adequate in size and shape to accommodate the proposed use, together with all other zoning requirements and any additional conditions imposed by the Planning Commission.

Finding

There is no proposed change to the property size or shape. The 2007 approved

Master Plan included the heliport, so that basic use of the site for helicopter landings and takeoffs is covered in the original approval.

(C) Public facilities are of adequate size and quality to serve the proposed use.

Finding

The Hangar and Crew Quarters building will house a maximum of five people. As such it will contain a bathroom, small kitchenette, sleeping rooms, and office space. Compared to the hospital campus as a whole, this is a very minor addition. The attached water, sewer, electricity, gas, and other standard utilities are available.

(D) The proposed use will prove reasonably compatible with surrounding properties.

<u>Finding</u>

The helicopter use is already an approved use at the site, per the 2007 Master Plan approval. The change requiring a modification, is that the flight crew and medical crew remain at the hospital, in lieu of being based elsewhere. Where a medical flight is for someone in the larger region around Hermiston, who needs emergency transport to the hospital, since there would be one landing and one takeoff at the hospital, whether the crew was based there or not. For a medical flight for someone at the hospital, needing transport to a different hospital, there would be one landing and one takeoff at the hospital, whether the crew was based there or not. The only case where there could be an added flight would be when a patient is picked up in the larger region around Hermiston, and transported elsewhere than to Good Shepherd, but that is an unusual occurrence.

It is noted that the original Master Plan approval forecast 6 flights to the hospital per year (page 3 of decision), however there was no condition of approval limiting the number of flights for the future. Clearly, the change of location and the improvements to the emergency room area has resulted in much greater use by the community.

Records of usage from the past three years indicate usage was as follows (note that a "flight" includes both a landing and a takeoff):

2023: 168 flights to the hospital 2022: 188 flights to the hospital 2021: 201 flights to the hospital

Thus over the last three years there has been an average of 186 flights per year. For the purposes of the noise analysis, there will be on average one flight per day at the hospital, thus from a noise standpoint allowing for a doubling the

more recent usage. With an aging population, and with healthcare improvements, some growth in number of flights should be expected.

157.210 STANDARDS FOR CONDITIONAL USES.

A conditional use shall comply with the standards of the zone in which it is located except as these standards may have been modified in authorizing the conditional use or as otherwise provided as follows:

(A) Setback. In a residential zone, front, side and rear yards shall be at least two-thirds the height of the principal structure. In any zone, additional yard requirements may be imposed.

Finding

Not in a residential zone; not applicable.

(B) Height exception. A church or governmental building may be built to exceed the height limitations of the zone in which it is located to a maximum height of 50 feet if the total floor area of the building does not exceed one and a half times the area of the site and if the yard dimensions in each case are equal to at least two-thirds of the height of the principal structure.

Finding

Not a church or governmental building; not applicable.

(C) Limitation on access to property and openings to buildings. The city may limit or prohibit vehicle access from a conditional use to a residential street, and it may limit building openings within 50 feet of a residential property in an agricultural or residential zone if the openings will cause glare or excessive noise or will otherwise adversely affect adjacent residential property.

Finding

Site access is provided by NW 11th Street and W Elm Ave. Each street providing access is classified as an Urban Minor Arterial. There are no adjacent residential streets; not applicable.

- (D) Schools.
 - (1) Nursery schools shall provide and maintain at least enough open space for children that meets the requirements for certified child care centers by the Early Learning Division of the Oregon Department of Education (see OAR 414-300-

- <u>0150</u>). A sight-obscuring fence at least four feet but not more than six feet high shall separate the play area from abutting lots.
- (2) Primary schools shall provide one acre of site area for each 90 pupils or one acre for every three classrooms, whichever is greater.
- (3) Elementary schools shall provide one acre of site area for each 75 pupils or one acre for every 2 1/2 classrooms, whichever is greater.

<u>Finding</u>

Not a school; not applicable.

(E) Utility substation or pumping substation. In the case of a utility substation or pumping substation, the city may waive the minimum lot size requirement only if it is determined that the waiver will not have a detrimental effect on adjacent property.

<u>Finding</u>

Not a utility; not applicable.

- (F) Master plan approval.
 - (1) The following uses may be subject to an approved master plan:
 - (a) Public, parochial or private schools;
 - (b) Public or private nonprofit social service, community or recreational facilities;
 - (c) Governmental structures such as city offices, fire station, library, post office and public parks; and
 - (d) Hospitals.

Finding

This is a modification of a master plan for a hospital.

(2) A master plan provides for long range development of an applicant's property. If a use listed above has received approval for a master plan by the Planning Commission, any expansion shall be processed in accordance with §§ 157.205 through 157.209 of this chapter.

Finding

This is an expansion of a use approved in 2007, therefore it will be processed in accordance with §§ 157.205 through 157.209, which is the conditional use process listed above.

- (3) The procedure for approval of a master plan shall be the same as a quasijudicial conditional use process in §§ 157.207 through 157.209 of this chapter.
- (4) Once a master plan has been approved, a building permit may be approved administratively by city staff, provided the proposed permit has been addressed in the approved master plan.
- (5) Minor deviation or temporary structures (for example, modular school classrooms) may be approved administratively by city staff, so long as the deviation from the master plan does not increase the overall land use intensity of the site by 10%, unless a different percentage is specified in the master plan.

Finding

This project would appear to be a minor deviation, since it does not increase the overall land use intensity by 10%. The size of the added building is 4,992 square feet, which represents approximately a 2.5% increase to the total 196,000 square feet footprint of existing buildings in the current hospital campus. Since some of the buildings have multiple floors, the percent is actually even less that this. Based upon the potential noise impact from increased helicopter operations, the City chose to process the master plan amendment as a major deviation.

The daycare facility is considered a minor deviation by planning staff. It does not increase overall land use intensity by more than 10%, it does not generate additional trips to and from the hospital site, nor does it increase overall site employment beyond the de minimis employees required to staff the building. Therefore, this amendment would typically be considered a minor deviation, but it is prudent to consider all amendments at one time and this amendment is combined with the heliport expansion.

(6) A master plan is recommended but not required for uses listed above that existed as of January 1, 1994. However, temporary uses and structures that do not increase the overall land use intensity by 10% may be approved administratively by the city staff.

EXCESSIVE NOISE 92.23 PURPOSE.

This subchapter is enacted to protect, preserve, and promote the health, safety, welfare, peace, and quiet of the residents and visitors of Hermiston through the reduction, control, and prevention of loud and raucous noise, or any noise which unreasonably disturbs, injures or endangers the comfort, repose, health, peace or safety; or causes public inconvenience, annoyance or alarm to reasonable individuals of ordinary sensitivity.

92.26 JURISDICTION.

(A) Scope. This subchapter applies to all sound originating within the jurisdictional limits of the city.

Finding

A noise study has been prepared and submitted for review by the planning commission. Under federal rules the noise from aircraft when in federal airspace is governed only by federal laws. Thus, the helicopter noise of talking off, cruising, or landing, is governed by federal laws and not the City of Hermiston. It is noted that the federal rules do set standards for total integrated sound levels as they may impact noise sensitive structures. The noise analysis shows that the Good Shepherd heliport operations do not trigger significant impact to noise sensitive structures per federal FAA and Oregon DEQ standards. This analysis also provides explanation of the existing and future approach and departure paths, which are designed to minimize the overflight of nearby existing residential developed properties.

92.27 GENERAL PROHIBITION.

- (A) It is unlawful and a public nuisance for any person to make, continue, suffer, or cause to be made or continued:
 - (1) Any unreasonably loud or raucous noise within the jurisdictional limits of the city; or
 - (2) Any noise which unreasonably disturbs, injures, or endangers the comfort, repose, health, peace, or safety of reasonable individuals of ordinary sensitivity, within the jurisdictional limits of the city; or
 - (3) Within the jurisdictional limits of the city, any noise which is so harsh, prolonged, unnatural, or unusual in time or place as to occasion unreasonable discomfort to any individuals within the residential area from which said noises are heard; or as to unreasonably interfere with, or detrimentally or adversely affect, the peace and comfort of residents or their guests, or operators or customers in places of business.

- (B) Factors for determining whether a sound is unreasonably loud or raucous noise include, but are not limited to, the following:
 - (1) The proximity of the sound to a noise-sensitive area;
 - (2) The land use, nature, and zoning of the area from which the sound emanates and the area where it is heard;
 - (3) The time of day or night the sound occurs;
 - (4) The duration of the sound;
 - (5) Whether the sound is recurrent, intermittent, or constant; and
 - (6) Whether the sound is created by a sound-amplification device.

<u>Finding</u>

There is no general statement prohibiting aircraft or helicopter noise. It is noted that federal law prohibits local governments from setting noise standards for overflight of aircraft in order to maintain a functional and safe national aviation transportation system.

92.28 NOISES PROHIBITED.

The following acts are declared to be per se violations of this chapter:

- (A) Unreasonable noises. The unreasonable making of, or unreasonably permitting to be made, any unreasonably loud, boisterous, or unusual noise, disturbance, commotion, or vibration in any residential dwelling, place of business or upon any highway, park or other place or building. The ordinary and usual sounds, noises, commotion or vibration incidental to the operation of these places when conducted in accordance with the usual standards of practice and in a manner which will not unreasonably disturb the peace and comfort of adjacent noise-sensitive areas or which will not detrimentally affect the operators of adjacent places of business are exempted from this provision.
- (B) Sound-amplification devices. Except as allowed by applicable city, state, or federal laws, a city special permit, or as a city hosted event, the unreasonably loud and raucous use or operation of a sound-amplifying device in the following areas:
 - (1) Within or adjacent to a residential or noise-sensitive area.

- (2) Within public space if the sound is plainly audible across the real property line of the public space from which the sound emanates and is unreasonably loud or raucous.
- (C) Yelling, shouting, and similar activities. Yelling, shouting, hooting, whistling, or singing at any time or place so as to unreasonably disturb the quiet, comfort, or repose of reasonable individuals of ordinary sensitivities. This subsection is to be applied only to those situations where the disturbance is not a result of the content of the communication but due to the volume, duration, location, timing, or other factors not based on content.
- (D) Construction and similar activities.
 - (1) The construction, excavation, demolition, alteration, or repair of any building, street, highway or the like, other than between the hours of 7:00 a.m. and 7:00 p.m.; except in cases of urgent necessity in the interest of the public welfare and safety, emergency construction or repair noises are exempt from this provision.
 - (2) In nonemergency situations, the City Manager or designee may issue a permit, upon application, if the City Manager or designee determines that the public welfare and safety, as affected by loud and raucous noise caused by construction, excavation, demolition, alteration or repair of buildings, streets and highways between the hours of 7:00 p.m. and 7:00 a.m. will not be impaired, and if the City Manager or designee further determines that loss or inconvenience would otherwise result. The permit shall grant permission in nonemergency cases for a period of not more than 30 days. The permit may be renewed once, for a period of 30 days or less.
- (E) Noise-sensitive areas. The creation of any unreasonably loud and raucous noise adjacent to any noise-sensitive area while it is in use, and which unreasonably interferes with the workings of the noise-sensitive area or which disturbs the individuals within the noise-sensitive area.
- (F) Blowers and similar devices. In a residential area or noise-sensitive area, between the hours of 9:00 p.m. and 7:00 a.m., the operation of any noise-creating blower, power fan, or any internal combustion engine; provided, that the noise from

the blower, power fan or internal combustion engine can be heard across the property line from which it emanates.

- (G) Commercial establishments adjacent to residential property. Unreasonably loud or raucous noise from the premises of any commercial establishment, including any outdoor area which is a part of or under the control of the establishment, between the hours of 10:00 p.m. and 7:00 a.m., which is plainly audible at the nearest property line of a noise-sensitive area within the service area of the City of Hermiston.
- (H) Vehicle horns, signaling devices and similar devices. The sounding of any horn, signaling device, or other similar device, on any motor vehicle on a highway or premises open to the public otherwise than as a reasonable warning or making any unnecessary or unreasonably loud or harsh sound by means of a horn or other warning device. The sounding of any horn, signaling device, or other similar device, as a danger warning, is exempt from this prohibition.
- (I) Loading or unloading. The creation of unreasonably loud, raucous and excessive noise in connection with the loading or unloading of any vehicle at a place of business or residence.
- (J) Nonemergency signaling devices. Sounding or permitting the sounding of any amplified signal from any bell, chime, siren, whistle, or similar device, intended primarily for nonemergency purposes, from any place. The reasonable sounding of such devices by houses of religious worship, seasonal contribution solicitors, or by the city for traffic control purposes are exempt from the operation of this subsection.
- (K) Emergency signaling devices. The intentional sounding or permitting the sounding of any emergency signaling device, including fire alarm, siren, whistle, or similar emergency signaling device, except in an emergency or except as provided in subsections (K)(1) and (2) of this section.
 - (1) The testing of an emergency signaling device occurring between 7:00 a.m. and 7:00 p.m. Any testing shall use only the minimum cycle test time. In no case shall such test time exceed five minutes. Testing of the emergency signaling system shall not occur more than once in any calendar month.
 - (2) Sounding or permitting the sounding of any alarm system shall terminate within 15 minutes of activation unless an emergency exists. If a false alarm occurs more than twice in a calendar month, then the owner or person

responsible for the alarm system shall be in violation of this chapter.

- (L) Radios, televisions, boomboxes and similar devices. The use or operation of a radio, television, boombox, stereo, musical instrument, or similar device that produces or reproduces sound in a manner that is plainly audible to any individual other than the player or operator of the device, and those who are voluntarily listening to the sound, and which unreasonably disturbs the peace, quiet, and comfort of residents in a residential area or noise-sensitive area.
- (M) Animals and birds. Unreasonably loud and raucous noise emitted by an animal or bird for which a person is responsible. A person is responsible for an animal if the person owns, controls, or otherwise cares for the animal or bird.

Finding

There is no specific statement prohibiting aircraft or helicopter noise. It is noted that federal law prohibits local governments from setting noise standards for overflight of aircraft in order to maintain a functional and safe national aviation transportation system.

92.29 EXEMPTIONS.

Sounds caused by the following are exempt from the prohibitions of § 92.28 and are in addition to the exemptions specifically set forth in that section:

(D) The emission of sound for the purpose of alerting individuals to the existence of an emergency or the emission of sound in the performance of emergency work.

Finding

The use of the helicopter at the hospital is for emergency medical services, thus the emission of the sound of the helicopter during its emergency medical flights is exempt from the noise ordinance per this section of the code.

HERMISTON COMPREHENSIVE PLAN REVIEW

The below discussion considers review of sections of the Comprehensive Plan that relate to the proposed project.

POLICY 12: NOISE

The most significant sources of noise in the Hermiston UGB are the airport and automotive traffic on major thoroughfares including Highways 395 and 207, which bisect the community. Other noise generators immediately outside the UGB, including Interstate-84 and the Hinkle Railyards to the south and the Sage and Sand

Racetrack and Umatilla Speedway to the north, are distant enough not to have serious impacts. To protect public health and promote livability, city officials recognize the importance of reducing noise levels particularly in the vicinity of homes, schools, hospitals and other sensitive uses.

12. THE CITY OF HERMISTON WILL COMPLY WITH STATE NOISE STANDARDS TO MINIMIZE NOISE IMPACTS ON RESIDENTIAL AND OTHER SENSITIVE USES.

Implementing Actions

- Has adopted the Hermiston Airport Master Plan Update (January 1981) by reference as part of this plan. Require that all housing constructed within the projected year 2000 55 Ldn contour be required to meet the following performance standard: sufficient insulation in ceilings and walls to reduce maximum interior noise level to 40 Ldn.
- Has required in the zoning code future development activities which generate significant noise to adhere to all noise regulations of the State of Oregon.
- May encourage planting of trees along all thoroughfares as a noise buffer.

Finding

The conditional use proposal is to add a hangar and crew quarters to an existing heliport at the hospital. A Heliport Noise Compatibility Report is provided as part of this proposal. It presents the existing noise impacts since the helicopter already is coming and going from the hospital. The report shows that the 55 Ldn contour remains wholly on the hospital property, even with an increase of flights to one per day (currently there are on average one flight every two days). Thus the existing heliport is in compliance with DEQ state noise rules for airports.

POLICY 20: GENERAL ECONOMIC DEVELOPMENT

Overview
Vision
Employment
Competitive Advantages
Projected Employment Growth
Buildable Lands vs. Future Land Need
Economic Policies and Implementing Actions
Overview

Hermiston is well situated as an economic hub in Umatilla County and the surrounding region. The city enjoys some competitive advantages which can be enhanced in the future to grow employment, establish successful industry clusters, and diversify the employment base. An ample supply of buildable commercial and industrial lands, in multiple zoning classifications, will provide the flexibility to meet

the needs of new and expanding businesses.

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Economic Policies and Implementing Actions

THE CITY OF HERMISTON SUPPORTS ECONOMIC DEVELOPMENT AND JOB GROWTH WHICH WILL DIVERSIFY AND STRENGTHEN THE MIX OF ECONOMIC ACTIVITITY IN THE LOCAL MARKETPLACE AND PROVIDE EMPLOYMENT OPPORTUNITIES FOR LOCAL RESIDENTS:

- A) The City will continually strive to strengthen the community's industry, business, financial, medical, tourism and retail activities and to capitalize on its comparative advantages in the local and regional marketplace.
- B) The City will seek to retain and support the expansion of existing businesses in Hermiston.

IMPLEMENTING ACTIONS

- Identify opportunities and incentives to encourage value-adding, family-wage business to expand or locate in the community.
- Support the retention and attraction of firms with high wage rates relative to all industries, or within their industry classification.
- Identify opportunities and incentives to encourage industry related to the area's competitive advantages.

Finding

This project improves existing hospital services. By having the helicopter, hangar, and crew quarters located at the hospital, the medical transport capabilities move to a higher level of service: a) first, in terms of timeliness since the helicopter and crew are on constant standby at the hospital and ready to go, and b) second, the quality of service is improved because the flight crew medical staff are adjacent to the ER, and thus regular coordination is easier to maintain due to the proximity. Having improved hospital medical services is not just a benefit to Hermiston families, businesses, and workers, but also provides a strong support to the tourism industry – visitors are more comfortable vacationing to a region if they know there is excellent and responsive medical care available.

The inclusion of additional daycare facilities will allow the hospital to recruit and retain high caliber staff. Daycare provides an important fringe benefit in any employee compensation plan. This facility will assist in building the employment base of the hospital and the city as a whole.

POLICY 22: NEIGHBORHOOD QUALITY

City officials recognize the importance of promoting livable, safe and quiet neighborhoods, both in new residential development and in existing neighborhoods. This can be accomplished by minimizing the negative effects of high traffic on neighborhood streets; minimizing conflicts from incompatible design, noise and other factors associated with high-intensity uses; encouraging rehabilitation of housing stock, and updating public facilities in older neighborhoods.

Finding

See Policy 12, above, for discussion of noise which in part relates to this policy.

POLICY 23: PROVISION OF PUBLIC SERVICES AND FACILITIES

Together with the transportation network and private utility and communication systems, public services and facilities provide the community's "urban glue"; efficient and timely provision of these are an important adjunct to urban development. A full complement of services and facilities is needed to provide adequately for the density and intensity of land uses envisioned in the city and developing portions of the UGB.

23. THE CITY OF HERMISTON WILL PLAN FOR THE TIMELY AND EFFICIENT PROVISION OF A FULL COMPLEMENT OF URBAN SERVICES AND FACILITIES IN ALL DEVELOPED AND DEVELOPING AREAS WITHIN THE COMMUNITY. TIMELY MEANS A POINT WITHIN THE 20-YEAR TIMEFRAME WHEN THE CITY DEEMS DEVELOPMENT APPROPRIATE FOR A GIVEN PROPERTY BASED ON FACTORS INCLUDING BUT NOT LIMITED TO THE NEED FOR ADDITIONAL URBAN DEVELOPMENT WITHIN THE URBAN GROWTH BOUNDARY AND THE EXTENT OF UNDEVELOPED OR UNDERDEVELOPED LAND BETWEEN THE EXISTING DEVELOPMENT AND THE SUBJECT PROPERTY.

Implementing Actions

- Will prepare and adopt by 1986 a six-year capital improvements plan (CIP) which includes a list of projects to be funded through the coming fiscal year as well as those recommended for consideration during the subsequent five years. Review annually all previously unfunded projects plus new projects, and extend the CIP for an additional year.
- Has created a community service overlay zone in the zoning ordinance and apply designation to facilities which have a community governmental, educational, recreational, historical or social service function, including but not limited to schools, hospitals, major recreational facilities, governmental buildings, historic buildings and private utility installations and communications facilities. In addition to enforcing the requirements of the underlying zone, the planning commission will be required to consider the community value of such facilities when reviewing land use actions which affect these uses directly or adjacent properties.

Finding

This project improves existing hospital services. By having the helicopter,

hangar, and crew quarters located at the hospital, the medical transport capabilities move to a higher level of service: a) first, in terms of timeliness since the helicopter and crew are on constant standby at the hospital and ready to go, and b) second, the quality of service is improved because the flight crew medical staff are adjacent to the ER, and thus regular coordination is easier to maintain due to the proximity. Having improved hospital medical services is not just a benefit to Hermiston families, businesses, and workers, but also provides a strong support to the tourism industry – visitors are more comfortable vacationing to a region if they know there is excellent and responsive medical care available.

SUMMARY

Based on the information presented and discussed in this narrative and the attached supporting plans and documentation, the planning commission finds the proposed project meets the established criteria and merits approval.

Exhibit B

Conditions of Approval Good Shepherd Hospital Master Plan Amendment 610 NW 11th Street April 10, 2024

Subject to the evidence and testimony presented at the public hearing, the following draft conditions of approval are proposed:

- 1. Comprehensive Plan Figure 12 identifies this site as an area subject to development hazards due to excessively well drained soils. Therefore, the City will prohibit the outdoor storage of hazardous chemicals and underground storage of gasoline and diesel fuels. At the discretion of the Planning Commission, an applicant whose property is located in the DH overlay area may obtain an exemption from this condition if he can demonstrate the proposed development is not constrained by development limitations and/or will not contribute to potential groundwater pollution. To obtain an exemption, the applicant must present documentation to this effect prepared by a registered engineer.
- 2. Exterior construction materials for the hangar shall be of similar quality and color and designed to match the existing hospital construction.
- 3. All storm water shall be retained on site.
- 4. Parking lot and exterior lighting shall be designed not to interfere with adjacent residential uses.
- 5. Applicant shall verify that the facility is compliant with all FAA requirements, including those contained in AC 150/5390-2D governing expansion of heliports.

I. PROJECT SUMMARY

Applicant Good Shepherd Health Care System

Project Contact: Jonathan Edwards

Chief Financial Officer & Chief Operating Officer (Interim)

610 NW 11th St.

Hermiston, OR 97838

Email: jedwards@gshealth.org

Phone: 541-667-3412

Site Address: 610 NW 11th Street

Hermiston, Oregon 97838

Site Size: approximately 38 acres

Tax Map/Lots: 4N 28 10B Tax Lot 200

Zone: C-2

Comp. Plan Designation: C

Existing Use: The property is presently developed as a community

hospital.

Surrounding Zoning: Properties to the south are developed as single-family

residential housing.

Properties to the east are developed as a public pool and

a public park.

Properties to the north are developed commercially.

Properties to the west are outside of the city limits, but inside the urban growth boundary; currently a golf course

but is zoned for multi-family housing.

Request: a). Add to an existing 2007 conditional use approval a Life

Flight Network helicopter hangar and crew quarters building of approximately 4,992 square feet size, and b) Add a 36'x36' concrete helipad location in the north landscaped area for use during construction when the existing helipad cannot be used, and for use during emergencies when a second helipad may temporarily be

needed.

II. INTRODUCTION AND PROPOSAL

It is common for hospitals to have a heliport the allows a helicopter to land for the purpose of bringing a patient to the hospital, or taking a patient to a different hospital that has services which the patient needs in order to save the patient's life. The Good Shepherd Hospital has had an FAA approved heliport for many years. This project improves existing hospital services by having the helicopter and LFN crew based at the hospital by the heliport.

By having the helicopter, hangar, and crew quarters located at the hospital, the medical transport capabilities move to a higher level of service: a) first, in terms of timeliness since the helicopter and crew are on constant standby at the hospital and ready to go, and b) second, the quality of service is improved because the flight crew medical staff are adjacent to the ER, and thus regular coordination is easier to maintain due to the proximity. For some flights departing from the hospital will be quicker than currently occurs at the Hermiston Airport where the helicopter is currently based. Eliminated will be potential temporary delays due to other aircraft landing or taking off or maneuvering on the airport ramp.

Having improved hospital medical services is not just a benefit to Hermiston families, businesses, and workers, but also provides a strong support to the tourism industry – visitors are more comfortable vacationing to a region if they know there is excellent and responsive medical care available.

For some patients at the hospital, this medical transport can become a necessary service, when their life relies on being able to be quickly transported to a facility with specialty life saving equipment or expertise. For people in the larger community the time-critical arrival of the helicopter and their medical crew is what saves their life.

This application package includes narrative, plans, and documentation in support of adding two facility elements to the 2007 existing Conditional Use (CU) hospital master plan: a) the construction of a 4,992 sf Life Flight Network (LFN) hangar and crew quarters adjacent to the existing helipad, and b) the addition of a 36'x36' concrete helipad in the north landscaped area for use during construction of the LFN building, and for temporary use afterward if emergencies require two helicopters to bring patients to the hospital.

Life Flight Network has hangar and crew quarter aviation bases at only a limited number of spaced, locations throughout Oregon, Washington, Idaho, and Montana. A benefit to the Hermiston community, is that by proposing to invest and put this facility at the hospital, Life Flight Network is also committing long term to being a key part of the emergency health care services of your city.

Building Description

A single story 52'x96' building, with 4,992 square feet area, is proposed for the hangar and crew quarters. The building would be approximately 22 feet high at its highest peak. The majority of the building is a hangar for the helicopter so that it can be protected during severe weather. Inside the hangar is also where regular safety inspections of the helicopter are performed. The north end of the building has the crew quarters, where pilot, flight nurse, and key staff stay while they are on duty for flights.

The building will have a brick exterior, of material and color to match the adjacent brick on the existing hospital buildings. The building will be of non-combustible Type II-B construction. The residential sleeping rooms of the crew quarters will be fire sprinklered per Oregon Structural Specialty Code requirements.

Building Plans

The following pages provide plans showing the overall design of the building. It is similar in size to other hangar and crew quarters buildings the LFN has at other bases around the northwest in Oregon and Washington.

Site Location and Site Development Description

The existing helistop will remain in its same location, adjacent to the Emergency Room. The new building will be placed at the north end of the existing landscaped area beside the helistop. This places the building precisely where the helicopter can be located adjacent to the helipad. A fuel trailer will be located adjacent to the helicopter parking area in front of the building. Six of the adjacent auto parking positions will be dedicated for use by LFN staff.

The new development removes an existing infiltration swale area from use. Thus the new plans require the storm drainage currently going to this swale, along with the new storm runoff from this new building and helicopter apron area, to be relocated further to the north and west.

The Federal Aviation Administration (FAA) has newer standards for the painted heliport markings, and for preferred safety clearances around the landing zone. These new standards will be used so that the heliport painted markings on the concrete, and the heliport lights, meet current safety standards of FAA Advisory Circular 150-5390 Heliport Design Guide. A low fence will be placed around the helicopter operations area so that pedestrians are more carefully kept clear of the operating helicopter. The fence will have signs facing out at 25 feet on center stating: "Helicopter Operations – Stay Away – Danger." These items will improve the overall safety of the heliport.

Site Engineering Plans

The following pages contain the preliminary engineering plans for the sitework. They show the new paving, the new drainage system, and the location for utility hookups for water and sewer.

Fuel Trailer

A fuel trailer for helicopter Jet fuel will be kept in a specially designed adjacent parking space with a brick masonry side enclosure (no roof) that hides it from public view. The trailer will have a secondary containment. A detailed proposal showing size and specific equipment will be prepared for review by the Hermiston Fire Marshal. The design will be adjusted as needed to meet Fire Code requirements.

The picture below shows an example of a fuel trailer from a different LFN base.

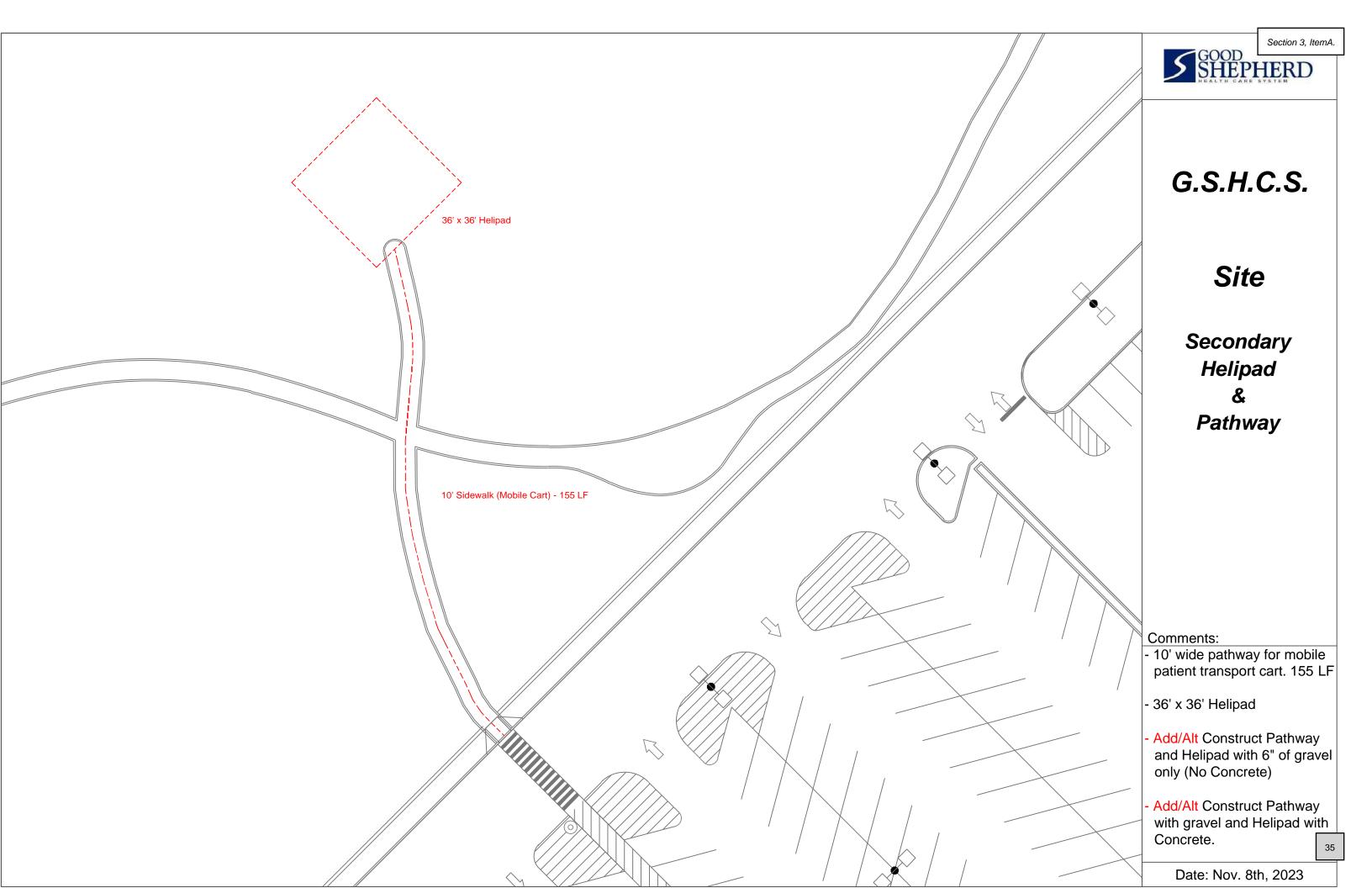


Additional Temporary Helistop for use during Construction and for Emergency

During construction of the new building with the associated sitework, the existing helipad will have to go out of service. Thus, per the attached plan sheet, a temporary 36'x36' concrete helipad is proposed for placement in the north landscaped area. On completion of the building this helipad will remain, as during emergencies, hospitals occasionally need a place for a second helicopter to land. This temporary helipad will

provide that option for Good Shepherd Hospital.

See location plan on the following page.



Federal Aviation Administration Heliport License

The Good Shepherd Hospital heliport has an existing heliport license from the FAA and has the designator OG09. It correctly identifies the current location of the landing position, i.e. it gives coordinates for the 2007 revised location. A copy of the current FAA data about the heliport are provided on the following page. The FAA does not distinguish between a heliport having or not having a hangar or fuel available – so from the FAA's perspective there is no additional review required.

As part of the sitework associated with the new hangar and crew quarters building, the landing pad itself will be rebuilt to improve the walkway that leads to the emergency room. Currently that walkway has an excessive slope that makes rolling gurneys somewhat difficult – so the walkway will be installed with less of a slope. Also, the current FAA standard for the painted marking of a hospital landing pad is different than currently exists, so the markings will be upgraded to match current standards. Similarly, current standards recommend more safety area on the side facing the ER, so the added safety area will be provided.

At the start of construction, when the existing landing pad is closed, the FAA will be provided with a Notam that lists the temporary closure of the landing pad, and the location of the temporary landing pad in the landscape area to the north. On completion of the work the FAA will be notified that there is now a helicopter based at the heliport, which data will be added to the FAA's Form 5010-1 database.

The temporary helistop being created in the north landscape will be marked with paint to show a square at its edges, with the designation "H2" placed in large letters in the middle. This different marking is to ensure it is not confused later, with the properly certified heliport adjacent to the ER. Typically, the FAA does not certify temporary helicopter landing areas.

U.S. DEPARTMENT OF TRANSPORTATION FEDERAL AVIATION ADMINISTRATION AIRPORT MASTER RECORD

PRINT DATE: 12/2/ AFDEFF 11/ FORM APPROVED

Section 3, ItemA.

> 1 ASSOC CITY. > 2 AIRPORT NAME: CBOTOAIRPORI (NM):	G000 SHEPHE	4 STATE. OR ERBOSPITAL 6 Rf:GIONJAOO	5 CQUN!fY;	UMATiu.A OR W CHT: SEATTLE	FAA SITE NR:	19465.01"H
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III. REVIEW OF PRIOR CONDITIONAL USE AND MASTER PLAN APPROVAL

Below is a review of the status of the eight master plan improvements approved in the 2007 master plan: Review of Status of Prior Master Plan Approval

The status of the original eight Master Plan approved items are as follows:

1. A 4,700 square foot addition to the existing medical clinic.

New Education Building only used 2,620 square feet.

2. A 14,000 square foot imaging center on the south side of the existing hospital.

Not yet built (now planned to include Materials and Med/Surg 2 stories instead of one so 28,000 square feet total usable square foot footprint).

3. An 18,000 square foot surgery and emergency expansion on the north side of the existing hospital.

Not yet built.

4. A 90,000 square foot hospital expansion east of the existing hospital. This building will be 3 stories.

Only 18,338 square feet built so far for Surgery Expansion plus 3,050 square feet in basement expansion (reserving remaining for surgery expansion).

5. A 23,000 square foot medical office building north and east of the existing hospital. This building will be 2 stories.

2008 Medical Plaza (Formerly Medical Office Building): Now with a basement added. The Phase 1 Building is 71,103 square feet usable and a Phase 2 Building is 33,330 square feet usable.

6. A 20,000 square foot medical office building north and east of the existing hospital. This building will be 2 stories.

2016 Medical Plaza Expansion: Now three stories since a basement was added.

7. A 50,000 square foot medical office building along the Elm A venue frontage. This building will be 2 stories.

Not yet built.

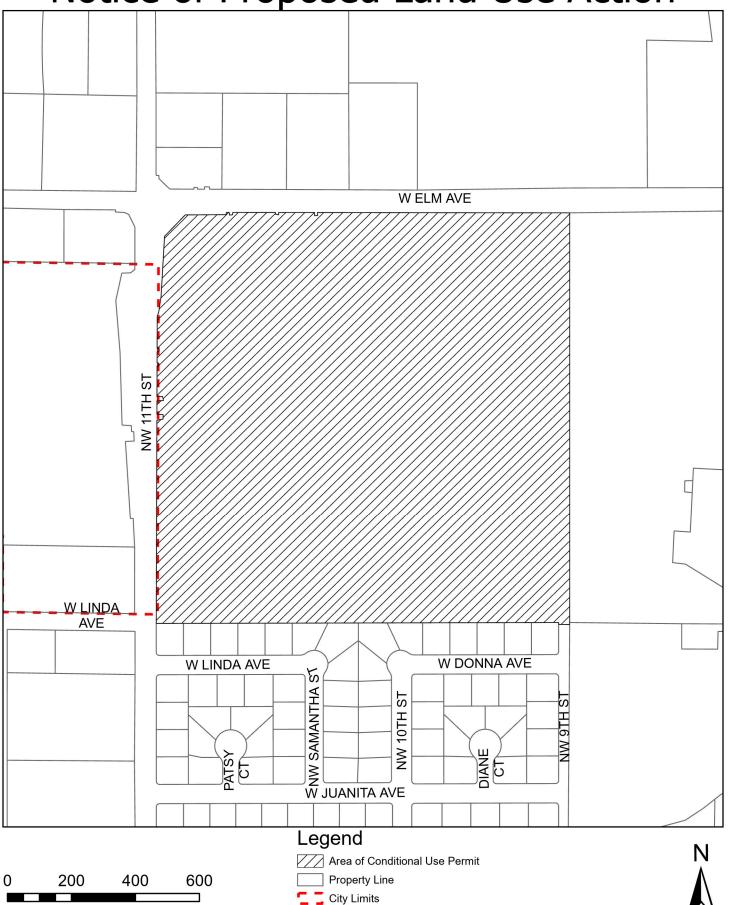
8. Relocation of the heliport westward towards NW 11th Street.

2007 Heliport Relocation: completed.

To the above eight items, this conditional use application requests adding the two new items:

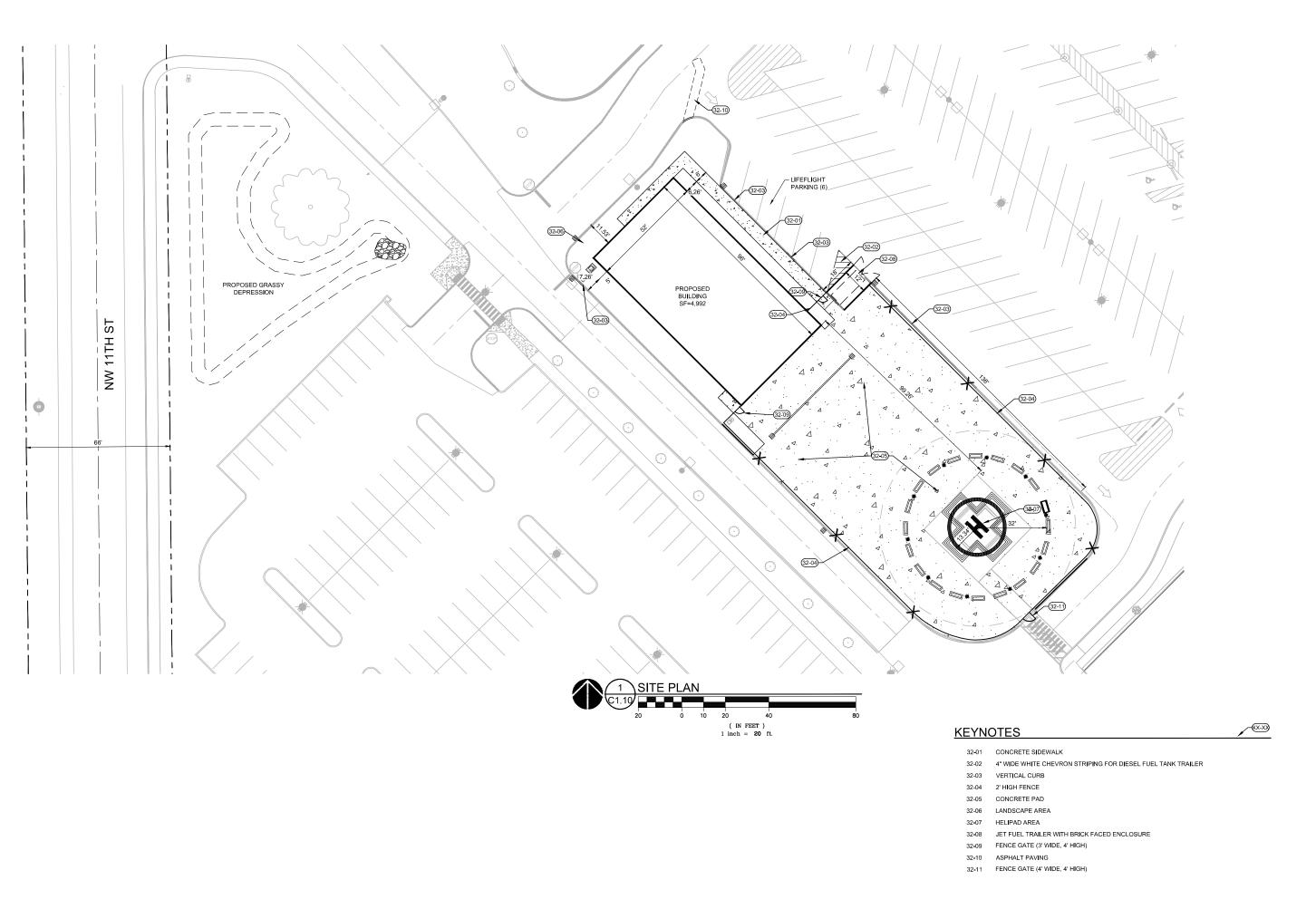
- 9. New 4,992 square foot Life Flight Hangar and Crew Quarters with site work as shown on attached drawings.
- 10. New 36' x 36' temporary landing pad for use during construction of #9, as shown on the attached drawing. This landing pad will remain for emergency use should occasionally there be two helicopters needed for an emergency at the hospital.

Notice of Proposed Land Use Action



Urban Growth Boundary

Feet



Section 3, ItemA. Planning - Engineering

MACKENZIE.

Client
ARON FAEGRE
ARCHITECT

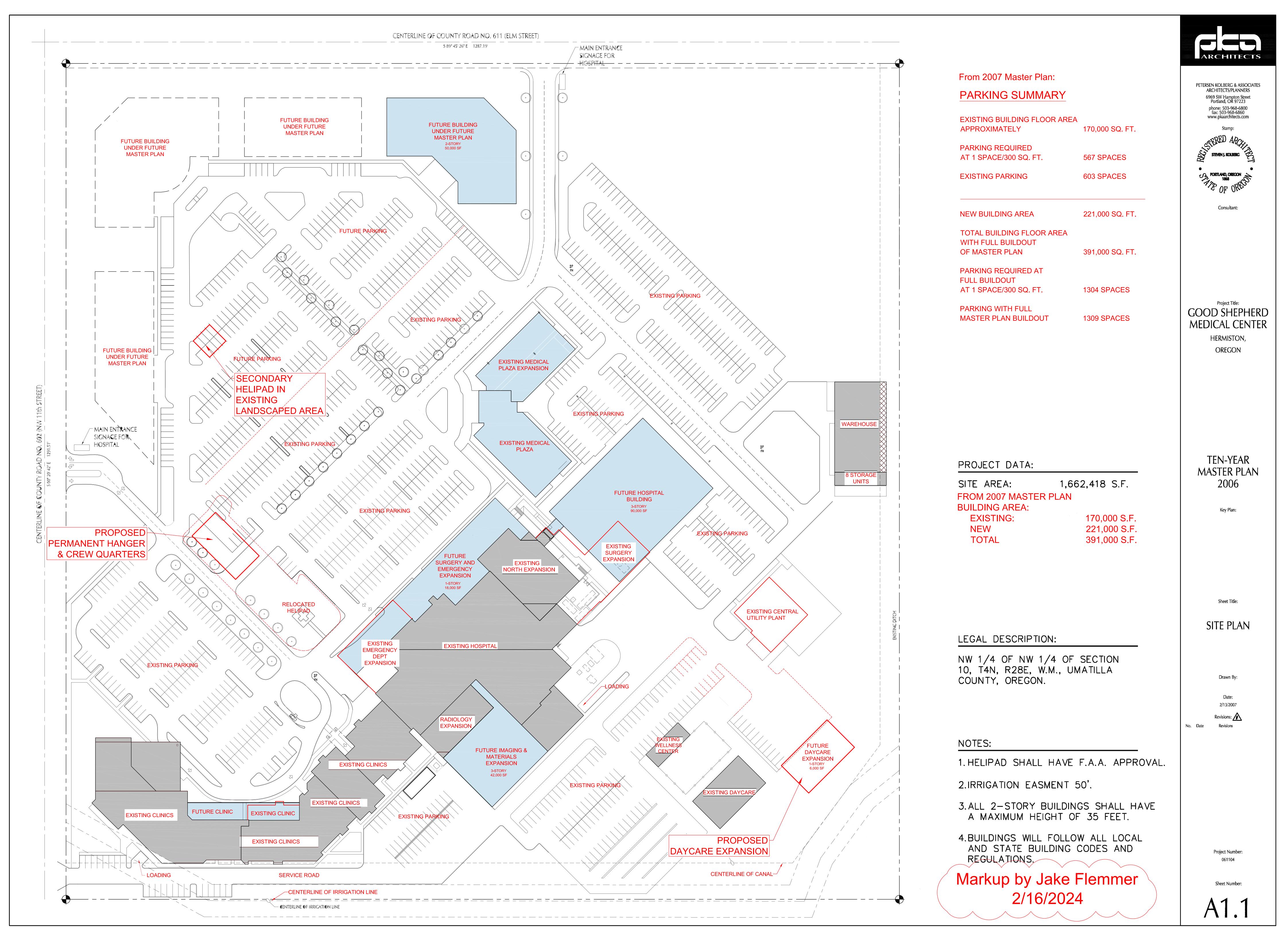
Project
LIFE FLIGHT
HANGAR -HERMISTON

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MACKENZIE AND ARE NOT TO BE USED
OR REPRODUCED IN ANY MANNER,
WITHOUT PRIOR WRITTEN PERMISSION

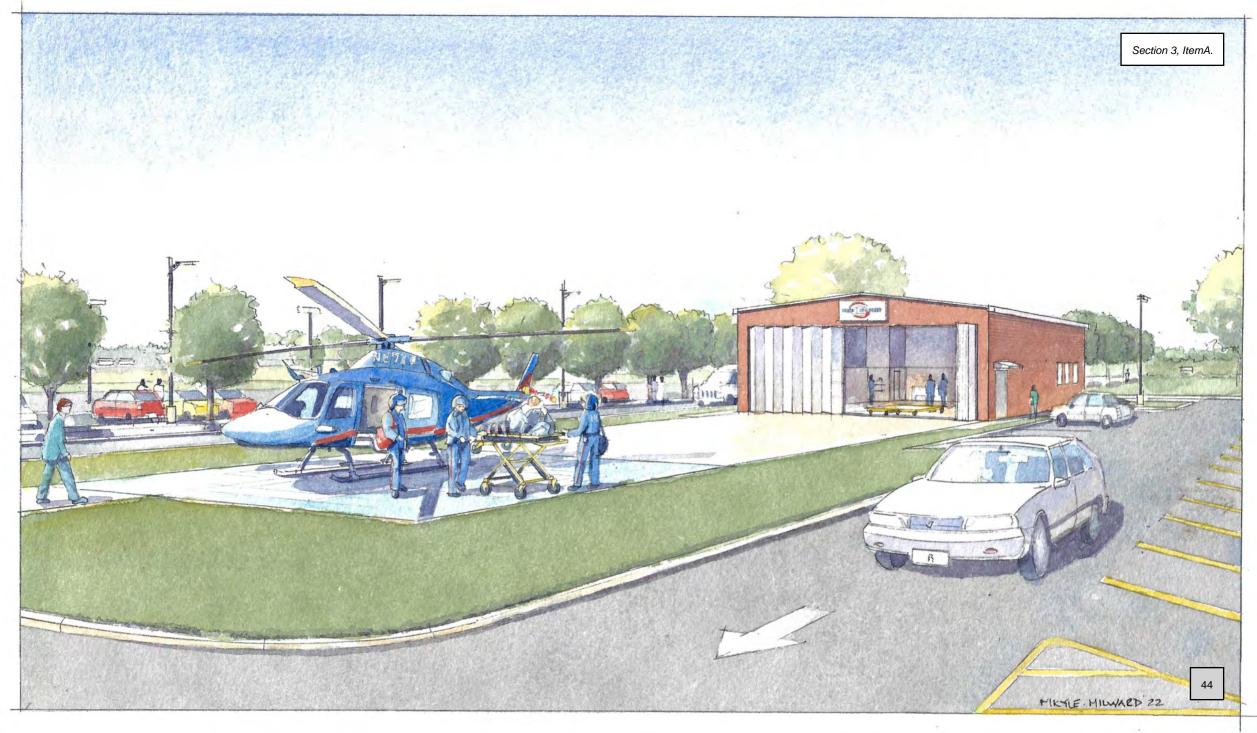
SHEET TITLE:
SITE PLAN

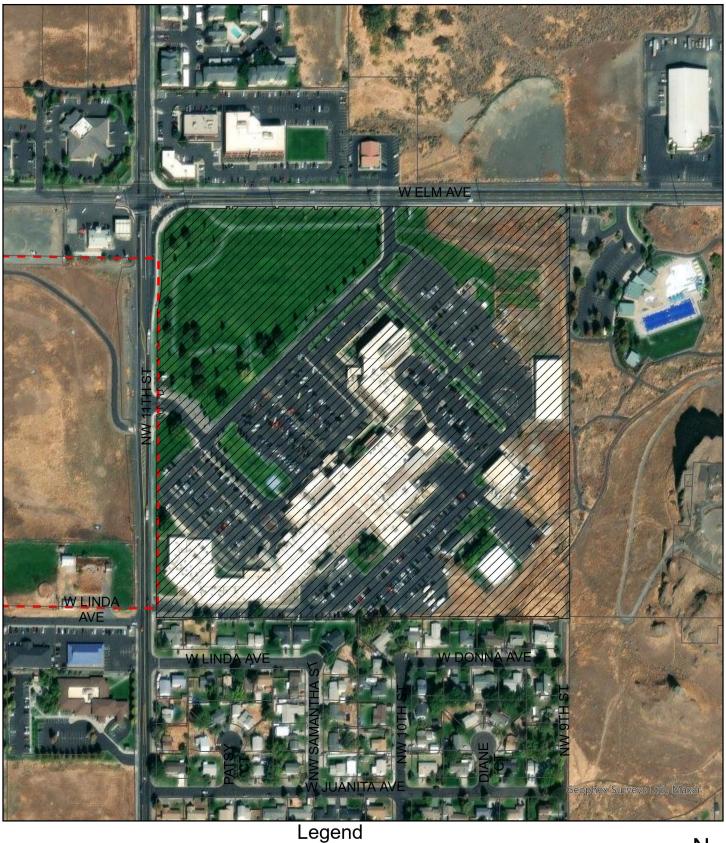
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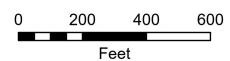
JOB NO. **22303**













CITY OF HERMISTON

CONDITIONAL USE PERMIT APPLICATION

Pursuant to the provisions of 157.205 of the Hermiston Code of Ordinances, application is hereby made for a conditional use permit for the following described property:

Applicant's Name: Good Shepherd Health Care System Date: February 8, 2024
Address: 610 NW 11th Street, Hermiston, Oregon 97838 Phone: 541-667-3412
(Daytime)
Property Owner(s) Name (If Different):
Address: Phone:
(Daytime)
egal Description of Property: Assessor's Map No: 4N 28 10B Tax Lot No: 200
Comprehensive Plan Designation: C Zoning Designation: C-2
Current Use of Property: Hospital with existing heliport.
Request to Allow: Construction of a hangar and crew quarters for the helicopter and staff from Life Flight Network that provide the emergency medical services to the hospital and
its patients.
MPORTANT!: Oregon's Land Use Planning Laws and 157.208 of the Hermiston Code of Ordinances require the planning commission to make findings of facts with regard to requests for conditional use permits. The findings provide justification to either approve or deny the application. Read the questions that follow and answer them as completely as you can; use additional sheets if necessary. Your responses will be used by the City to make indings and evaluate the merits of your request. The chances of a successful application depend upon the adequacy of the arguments you present to justify approval of the application. 1. The proposal is in conformance with the comprehensive plan and zoning ordinance. Explain fully Yes, see detailed discussion in Sections III and IV of the attached application materials.
2. The property is adequate in size and shape to accommodate the proposed use, together with all othe zoning requirements and any additional conditions imposed by the planning commission. Explain fully Yes, see discussion on the fifth page of Section III of the attached application.

	Yes, see discussion on the fifth page of Section III of the attached application.
	4. The proposed use will prove reasonably compatible with surrounding properties. Explain fully Yes, see discussion on the fifth page of Section III of the attached application.
DDIT	TIONAL INFORMATION TO BE FURNISHED AND ATTACHED TO APPLICATION:
)	Evidence that applicant is owner or purchaser of the property or has written permission of such owner t make an application for the proposed use.
)	Two copies of a site plan (11" x 17") drawn to scale, showing the location of the property concerned, th location of all proposed or existing building(s), highways, streets and alleys.
lanni nis r	bove statements are true to the best of my belief and knowledge. As applicant, I understand that the ing commission requests my attendance, or the attendance of my representative, at the meeting(s) where equest is scheduled for consideration and may grant or deny this request based upon the testimon led at the hearing.
am i wnei	the \underline{X} _owner/owner(s) authorized representative. (If authorized representative, attach letter signed because of the second state of the sec
pplic	cant's Signature:
UT (OF POCKET EXPENSES FOR MAILING AND PUBLICATION COSTS WILL BE BILLED LATER
otice rior t ne He	The Hermiston Planning Commission meets the second Wednesday of the month. Because of public requirements and time constraints, this application must be returned to City Hall no less than four week to the public hearing date. For further information, please feel free to contact the planning department as ermiston City Hall, 180 N.E. 2nd Street, Hermiston, OR 97838, or telephone (541) 667-5025. The City's facer is (541) 567-5530.
	OFFICE USE ONLY
ate F	illed: 2-19-24 Received By: Mg A Meeting Date: 3-13-24 00.00 Date Paid: 3-15-24 Receipt No: 7-00028
'ee: \$8	00.00 Date Paid: A VO AM Receipt No: 100 W

V. Heliport Noise Compatibility Study Good Shepherd Hospital Hermiston, Oregon

February 8, 2024

Noise Evaluation - Introduction

Noise is sometimes defined as unwanted sound. However, sound is measurable, whereas noise is subjective. The relationship between measurable sound and human irritation is the key to understanding aircraft noise impact. A rating scale has been devised to relate sound to the sensitivity of the human ear. The A-weighted decibel scale (dBA) is measured on a logarithmic or "log" scale, by which is meant that for each increase in sound energy level by a factor of 10, there is a designated increase of 1 dBA. This system of measurement is used because the human ear functions over such an enormous range of sound energy impacts. At a psychological level, there is a rule of thumb that the human ear often "hears" an increase of 10 decibels as equivalent to a "doubling" of sound.

The challenge to evaluating noise impact lies in determining what amount and what kind of sound constitutes noise. The vast majority of people exposed to aircraft noise are not in danger of direct physical harm. However, much research on the effects of noise has led to several generally accepted conclusions:

- The effects of sound are cumulative, therefore, the duration of exposure must be included in any evaluation of noise.
- Noise can interfere with sleep and outdoor activities.
- Noise can disturb communication, TV/radio listening, and relaxation.
- When community noise levels have reached sufficient intensity, a certain percentage of the population is likely to become highly annoyed and object to the noise.

Research has also found that individual responses to noise are difficult to predict^{49.} Some people are annoyed by perceptible noise events, while others show little concern over the most disruptive events. However, it is possible to predict the responses of large groups of people – i.e. communities. Consequently, community response, not individual response, has emerged as the prime index of aircraft noise measurement.

Good Shepherd Hospital Helicopter Usage

A helistop has been located at Good Shepherd Hospital for many years. It was reviewed and approved by the City of Hermiston as part of the 2007 Master Plan conditional use permit. The approved plan was to move the prior existing helistop from its position at the northeast side of the campus, 350 feet southwest toward NW 11th Street. In that location it could better coordinate with the emergency medical services at

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⁴⁹ Beranek, Leo, *Noise and Vibration Control*, McGraw-Hill, 1971, pages ix-x.

the hospital. At the time of that hearing the prior use of the helistop was noted to be used an estimated six times per year.

The helistop was moved to its current position shortly after the Master Plan approval was given by the city.

Records of usage 50 from the past three years indicate usage was as follows (note that a "flight" includes both a landing and a takeoff):

2023 168 flights to the hospital

2022 188 flights to the hospital

2021 201 flights to the hospital

Thus over the last three years there has been an average of 186 flights per year. For the purposes of this noise analysis, we will assume there are on average one flight per day at the hospital, thus doubling the more recent usage. Because the federal and state standards of helicopter noise analysis require including a noise penalty for flights that are at "night" where that is considered any flight during the period 10 pm to 7 am, we will assume conservatively that 50% of flights are during that nine-hour period.

Common Noise Levels with Comparison to Helicopter Noise

Table 1 below provides a list of common community noises with the sound level in decibels. Then on the right are listed the noise levels of a common helicopter using the hospital helistop, at different flyover altitudes above ground, to provide a comparison of expected helicopter noise.

Helicopter Flight Paths in the Vicinity of Good Shepherd Hospital

We have worked with the Life Flight Network pilots and staff, and **Drawing AP1.0** shows the existing and expected future flight paths of helicopters. Helicopters will generally try to transit the community at 1500 feet above ground level, except when clouds or visibility requires a lower altitude. From whatever required heading they are approaching the hospital, they will then descend to 500 feet above ground and use the eggshaped circuit (or "pattern") shown on the drawing for pilot observation of winds, traffic, pedestrians, and other factors that affect a landing, from which point the pilot will determine whether to approach from the northeast, or from the west.

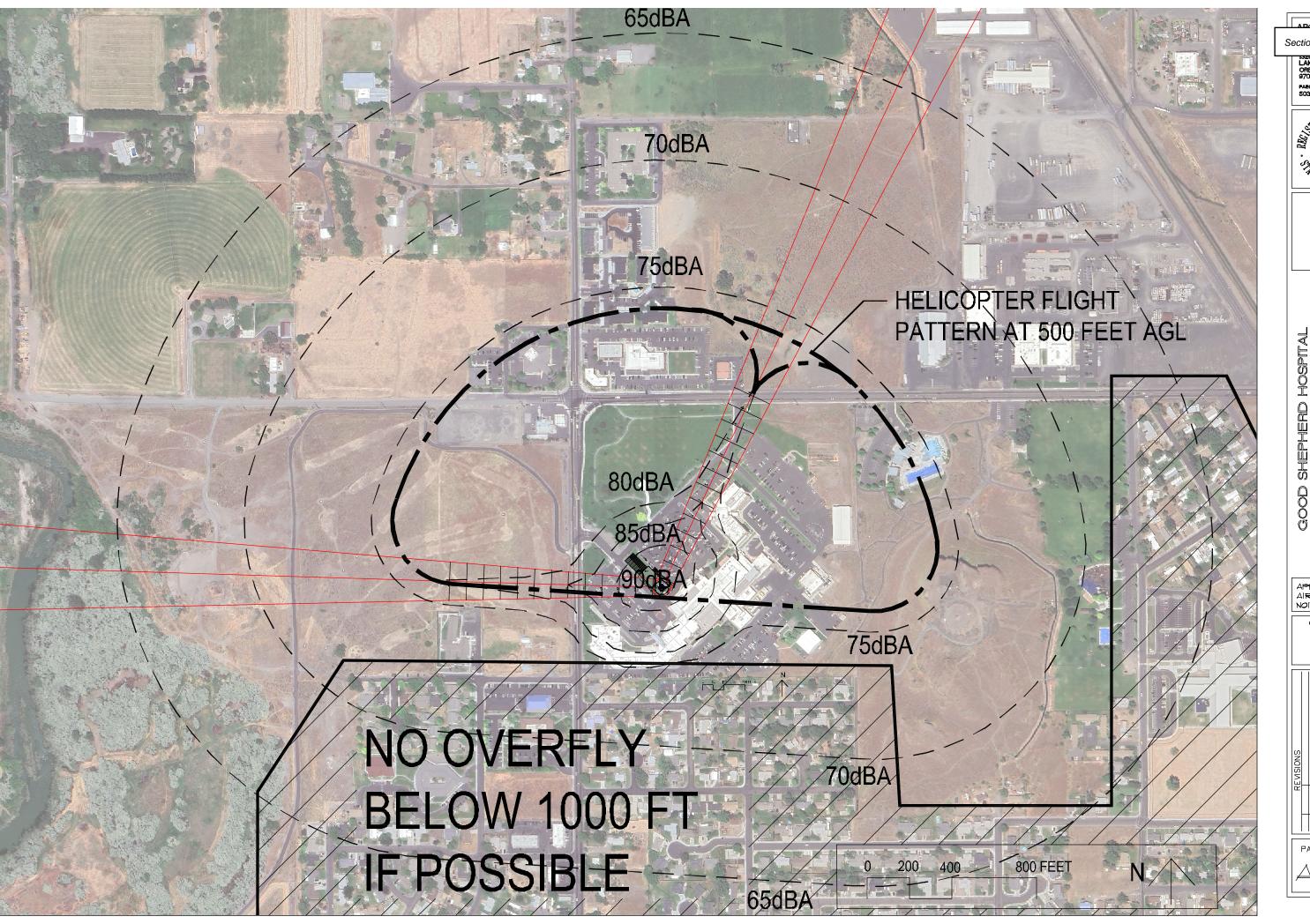
Once inbound on one of those paths, the pilot will then continue the descent at a continuous, steep rate of will then land at the pad, idle the engines, and discharge the patient and then park the helicopter. The departure has a very different profile, with an initial almost vertical climb to between 100 and 130 feet, and

50

levels are taken from FAA generated reports.

then a forward transition to flight. The pilot will then continue the climb to 1500 feet for transitioning the area to the intended destination.

10	abie	1: Noise Level Thermometer of Common Community Sounds	
20 dBA	-	* Chain Saw @ 3'	-
			-
10 dBA	-		- -
			-
		* Chain Saw @ 100'	-
100 dBA	-		-
	-	Helicopter takeoff or landing at 100 foot distance	-
	-	(note only occurs on Hospital property)	-
	-	* Lawnmower @ 3'	-
90 dBA	-		-
ou uda	-		-
	-	* Bus or Truck @ 50'	-
	-	Bus of Truck (@ 50	_
	_	Helicopter Flyover at 300 feet above ground	_
80 dBA	_	1 Tolloopton Tigoton at 666 1664 aboro ground	_
00 42/1	_	* Bus or Motorcycle @ 100'	_
	_	- Helicopter Flyover at 400 feet above ground	_
	-	* Inside pickup truck @ 60 mph	_
	-	* Neighbor's Lawnmower @ 100'	-
70 dBA	-		-
	-	- Helicopter Flyover at 1000 feet above ground	-
	-	* Dishwasher on in Kitchen @ 10'	-
	-	* Heavy Rain with no Wind	-
	-	* Car @ 100' - Helicopter Flyover at 1500 feet above ground	-
60 dBA	-	* TV on in Living Room @ 10'	-
	-	* Conversation @ 5' - Inside	-
	-		-
	-		-
	-		-
50 dBA	-		-
	-	*B ! O FO!	-
	-	* Robin singing @ 50'	-
	-	* E manh Wind in Trace @ 50!	-
40 dB 4	-	* 5 mph Wind in Trees @ 50'	-
40 dBA	-		•
	-		-
	-		-
	-	* Quiet House @ 5:30 AM - Inside	-
30 dBA	-	_	_
		were all measured by the author or taken from sources that accurately measured the condition. Helicopter so	



Section 3, ItemA.

LAKE OSWEGO
OREGON
97034
FAEGRE-EARTHLINKNET
503-880-1469

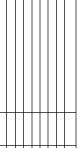
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NETWORK HANGAR & CREW QUARTER

APPROACH ZONE AIRSPACE & NOISE LEVEL

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PAGE:

It is important to note that in very high wind speeds the pilot may make the landing or takeoff in different directions than the two shown. All aircraft have the best rate of climb or of controlled descent, while flying into the wind, because then the ground speed is the lowest. Thus, there could be highly unusual wind conditions where a helicopter pilot will elect to land more directly from the north or even the south. The safety of the patient and the crew always the Life Flight Network pilot's first priority.

It is noted that the two designated approach-departure paths are shown extending well beyond the 500 foot altitude circuit, because under FAA standards (Advisory Circular AC150-5390 Heliport Design), for safety purposes each path should be shown as extending out for 4000 feet in horizontal distance, with a very gentle slope of 8 horizontal to 1 vertical (7.1 degree slope). This is a specified area in which to identify obstacles that could be obstructions to flight. Things like parking lot light poles in that zone will likely have obstruction lights added to them so that the pilot easily sees them at night. The FAA's purpose in creating much shallower flight paths is to ensure that a helistop can be used by other types of helicopters that may not have as good flight climb characteristics as Life Flight Network's helicopters. Note that there may be other Army or Coast Guard helicopters that need this kind of shallow approach, and may occasionally use the helistop during emergencies.

A review of **Drawing AP1.0** shows the expected helicopter noise level that can be expected to be measured at locations around hospital. There is no federal or state standard that these must conform to, but when put in the perspective of common other urban sounds like lawn mowers, leaf blowers, trucks, and busses, I their level is comparable. The reason for this is that the hospital campus is large, and the helicopter takes off in the middle of the campus and can gain altitude before needing to fly over other community areas.

Noise Abatement Procedures and Fly Friendly Program

The Life Flight Network pilots are committed to work with the community to minimize noise impacts to residential areas, to the extent possible. **Drawing AP1.0** shows that the residential area to the south of the hospital is marked with crosshatching, and the note "No Overflight below 1000 Feet if Possible." The exceptions, if needed by the pilot, will be when clouds are low, or there is poor visibility due to falling rain or snow, and the delivery of the patient to the hospital requires that the helicopter fly lower as a requirement for the flight to remain safe.

DNL Methodology

State or local governments are prohibited from establishing laws governing the noise of aircraft, because the federal government wants the airspace available for all aircraft independent of what state or location they come from. This relates to government's role in ensuring interstate commerce exists between the states. Concerning the flight of aircraft, federal law states:

"The United States Government has exclusive sovereignty of airspace of the United States." - 49 U.S.C. 40103(a)

This result in the federal government itself being the sole regulator of aircraft noise, which it does by: a) ensuring that each manufactured aircraft comply with a required noise certification, and b) providing standards for evaluating the noise impact of aircraft on noise sensitive community uses.

As to the latter noise impact, the U. S. Environmental Protection Agency (EPA), the Department of Housing and Urban Development (HUD), and the Federal Aviation Administration (FAA) have jointly established a methodology to relate measurable sound from a variety of sources to community response. It has been termed "Day-Night Average Sound Level" (DNL or Ldn) and has been adopted by all three agencies for use in evaluating noise impacts. In a general sense, it is the yearly average of aircraft-created noise for a specific location (i.e., from an airport), but includes a calculation penalty for each night flight, due to quieter background levels at night and the higher sensitivity to noise while sleeping. On a map it's units of measurement are designated as Ldn sound level (dBA sound level with day-night accounted for).

The basic unit in the computation of DNL is the sound exposure level (SEL). An SEL is computed by mathematically summing the dBA level for each second during which a noise event occurs. For example, the noise level of an aircraft might be recorded as it approaches, passes overhead, and then departs. The recorded noise level of each second of the noise event is then added logarithmically to compute the SEL. To provide a penalty for nighttime flights (defined as the hours be between 10 PM and 7 AM), 10 dBA is added to each nighttime dBA measurement, second by second. Due to the mathematics of logarithms, this calculation penalty is equivalent to 10-day flights for each night flight⁵¹.

A DNL level is approximately equal to the average dBA level during a 24-hour period with a weighing for nighttime noise events. The main advantage of DNL is that it provides a common measure for a variety of different noise environments. The same DNL level can describe an area with very few high noise events as well as an area with many low level events.

$$Leq_{d} = 10 log (\underbrace{N_{d} \times 10^{(SEL/10)}}_{86,400}) \qquad Leq_{\underline{n}} = 10 log (\underbrace{N_{\underline{n}} \times 10^{((SEL+10)/10)}}_{86,400})$$

If SEL equals the same measured sound exposure level for each computation, and if $N_d = 10$ daytime flights, and $N_n = 1$ night-time flight, then use of a calculator shows that for any SEL value inserted, Leq_d = Leq_n.

54

⁵¹ Where Leq ("Equivalent Sound Level") is the same measure as DNL without the night penalty incorporated, this can be shown through the mathematical relationship of:

Noise Modeling and Contour Criteria

DNL levels are typically depicted as contours. Contours are an interpolation of noise levels drawn to connect all points of a constant level that are derived from a calculation of the Ldn sound levels. The noise contours appear similar to topographical contours and are superimposed on a map of the heliport and its surrounding area. It is this map of noise levels drawn about a heliport that is used to predict community response to the noise from aircraft using that heliport. DNL mapping is best used for comparative purposes, rather than for providing absolute values. That is, valid comparisons can be made between scenarios as long as consistent assumptions and basic data are used for all calculations. It should be noted that a line drawn on a map by a computer does not imply that a particular noise condition exists on one side of the line and not on the other. These calculations can only be used for comparing average noise impacts, not precisely defining them relative to a specific location at a specific time. Noise contours are typically plotted in 5 DNL increments, starting at 55 Ldn.

Noise and Land-Use Compatibility Criteria

Federal regulatory agencies of government have adopted standards and suggested guidelines relating DNL to compatible land uses. Most of the noise and land-use compatibility guidelines strongly support the standard that significant annoyance from aircraft noise levels does not occur outside a 65 Ldn noise contour. Federal agencies supporting this standard include the Environmental Protection Agency, Department of Housing and Urban Development, and the Federal Aviation Administration.

Part 150, Airport Noise Compatibility Planning, of the Federal Aviation Regulations, provides guidance for land-use compatibility around heliports. **Table 2** presents these guidelines. Compatibility or non-compatibility of land use is determined by comparing the noise contours with existing and potential land uses. All types of land uses are compatible in areas below 65 Ldn. Generally, residential and some public uses are not compatible within the 65-70 Ldn, and above. As noted in **Table 2**, some degree of noise level reduction (NLR) from outdoor to indoor environments may be required for specific land uses located within higher level noise contours. Land uses such as commercial, manufacturing, some recreational uses, and agriculture are compatible within 65-70 Ldn contours.

Table 2: Land-Use Compatibility with DNL

Land Use	Below				C	 Over
Residential	65	<u>65-70</u>	<u>70-75</u>	<u>75-80</u>	80-85	<u>85</u>
Residential, other than mobile homes & transient lodgings	Y	N(1)	N(1)	N	N	N

Yearly Day-Night Average Sound Level (Ldn) In Decibels

Mobile Home P	Y	N	N	N	N	N	
Transient Lodgings		Y	N(1)	N(1)	N(1)	N	N
Public Use							
Schools	Y	N(1)	N(1)	N	N	N	
	ursing Homes	Y	25	30	N	N	N
	toriums, and Concert Halls	Y	25	30	N	N	N
	Services	Y	Y	25	30	N	N
		Y	Y	Y(2)	Y(3)	Y(4)	Y(4)
		Y	Y	Y(2)	Y(3)	Y(4)	Ń
Commercial Use				- (-)	- (-)	- (·)	
	ss and Professional	Y	Y	25	30	N	N
	Retail—Building	_					
Materials, Hard							
		Y	Y	Y(2)	Y(3)	Y(4)	N
	eneral	Ÿ	Ÿ	25	30	N	N
		Y	Ÿ	Y(2)	Y(3)	Y(4)	N
		Ÿ	Y	25	30	N	N
Manufacturing a		•	•	23	20	- '	11
	General	Y	Y	Y(2)	Y(3)	Y(4)	N
	d Optical	Ÿ	Ÿ	25	30	N	N
Agriculture (except livestock) and		-	-			- 1	- 1
Forestry		Y	Y(6)	Y(7)	Y(8)	Y(8)	Y(8)
	ing and Breeding	Y	Y(6)	Y(7)	N	N	N
	-	1(0)	-(//	- 1	- '	- 1	
Mining and Fishing, Resource Production and Extraction		Y	Y	Y	Y	Y	Y
			-	-	-	-	-
Recreational							
	Arenas, Spectator			/-:			
		Y	Y(5)	Y(5)	N	N	N
Outdoor Music Shells, Amphitheaters		Y	N	N	N	N	N
Nature Exhibits and Zoos		Y	Y	N	N	N	N
Amusements, Parks, Resorts and Camps		Y	Y	Y	N	N	N
Golf Courses, Riding Stables and							
Water Recreation		Y	Y	25	30	N	N
Y (Yes) Land-use and related structures compatible without restrictions.							
N (No) Land-use and related structures are not compatible and should be prohibited.							
NLR Noise Level Reduction (outdoor to indoor) to be achieved through incorporation of noise							
	attenuation into design and cons	struction of th	ne structure.				
25, 30 or 35	Land uses and structures genera	ally compatib	le; measures	to achieve N	ILR or 25, 3	0, or 35 dB	must
			C .1				

NOTES:

1. Where the community determines that residential uses must be allowed, measures to achieve outdoor to indoor Noise Levels Reduction (NLR) of at least 25dB and 30dB should be incorporated into building codes and be considered in individual approvals. Normal residential construction can be expected to provide a NLR of 20 dB; thus, the reduction requirements are often stated as 5, 10, or 15 dB over standard construction and normally assume mechanical ventilation and closed windows year-round. However, the use of NLR criteria will not eliminate outdoor noise problems.

be incorporated into design and construction of the structure.

- 2. Measures to achieve NLR of 25 dB must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise sensitive areas, or where the normal noise level is low.
- 3. Measures to achieve NLR of 30 dB must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise sensitive areas, or where the normal noise level is low.

- 4. Measures to achieve NLR of 35 dB must be incorporated into the design and construction of portions of these buildings where the public is received office areas, noise sensitive areas, or where the normal noise level is low.
- 5. Land-use compatible, provided special sound reinforcement systems are installed.
- 6. Residential buildings require an NLR of 25.
- 7. Residential buildings require an NLR of 30.
- 8. Residential buildings not permitted.

SOURCE: Federal Aviation Regulations, Part 150, Airport Noise Compatibility Planning, dated January 18, 1985.

Oregon DEQ Standards

When aircraft are in flight, landing, or taking off, they are regulated solely by the FAA since navigable airspace is under federal jurisdiction. However, because aircraft noise occurs at and around heliports, it is also a concern to local governments. The State of Oregon Administrative Rules Section OAR 340-35-045 requires that when establishing a new heliport or performing heliport master planning with changes to the helistop location, that a projected noise impact analysis must be prepared and made available to the local land use determination agency.

The state heliport noise standards are administered by the Department of Environmental Quality (DEQ), and require that an "airport noise impact boundary" be depicted around an airport. A heliport is a kind of airport, so this applies. DEQ defines this boundary with an annual average day-night noise level of 55 Ldn. This standard is considerably more conservative than the federal standard of 65 LDN and thus promotes a higher level of scrutiny in the land use evaluation of heliport development proposals. DEQ reviews submittals to ensure that they are accurate portrayals of the boundary, but does not evaluate whether the noise levels are acceptable for specific land uses within the boundary. Since this project does not involve establishing a new heliport, or changes to a helistop location, there is no requirement to coordinate with Oregon DEQ on airport noise.

Since there is no change to the helistop location, this noise study does not require review by DEQ. In any case a review of **Drawing AP1.1** shows that the 55 Ldn contour exists only on the hospital property, and thus there is no noise impact to the larger community based on the DEQ standards.

Local City and County Standards

Under the city's conditional use standards, the City of Hermiston has the right to grant or take away the right for a helistop. But it is questionable whether the city has the legal right to set limits of control for the noise level of helicopters when they are in flight. The federal government reserves the right to control all airspace that aircraft use, to maintain a useful way for aircraft to remain functional and useful – and to promote interstate travel. The Bell 407 helicopter that Life Flight Network uses at this site has an FAA noise certification that specifies the aircraft has been tested and that flyover at 392 feet above ground at

specified speed has an SEL (sound exposure level) of 85.1 dBA. This noise standard has been approved by the FAA in the certification of the aircraft, that allows it into the federal airspace. This standard was used in the calculation of the DNL for this report. Under FAA and EPA rules, local governments are not permitted to create additional noise or emissions limitations on the use of the helicopter.

The city has an ordinance concerning "Excessive Noise" in Section 92.23 which does not specifically identify or discuss aircraft or helicopter noise. Section 92.29 Exceptions, Section D exempts "the emission of sound in the performance of emergency work," – the full section is quoted below:

"D. The emission of sound for the purpose of alerting individuals to the existence of an emergency or the emission of sound in the performance of emergency work."

The helicopters used at the hospital are only for emergency medical services, so the noise from the helicopter may be even locally exempt under this clause.

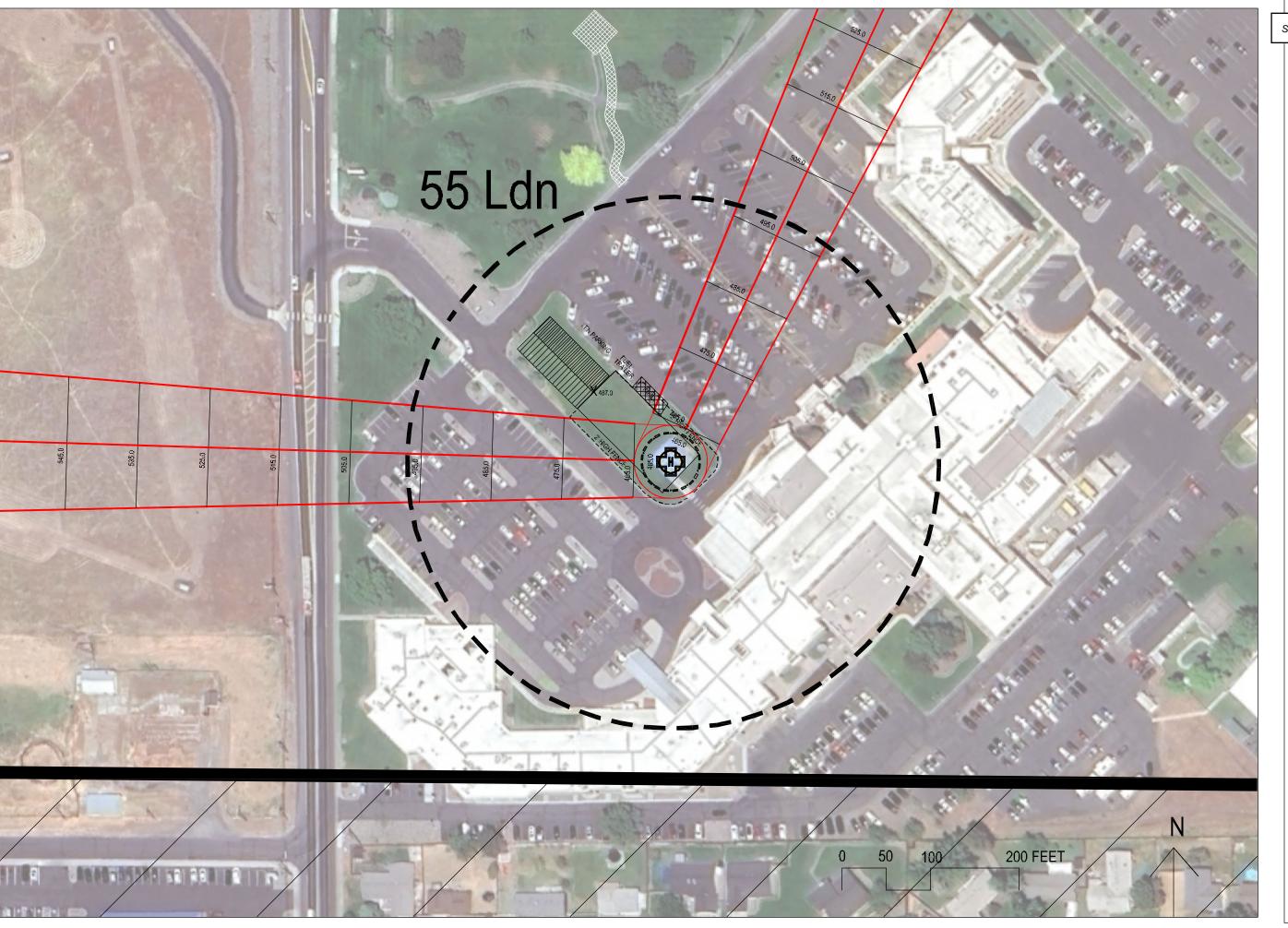
DNL Analysis

A calculation of the Ldn levels were made based on noise level data provided from FAA sources, and from FAA reviewed sources. The calculation was based on 365 takeoffs and 365 landings per year, with 50% of those being during the hours of 10pm to 7am and receiving the 10 dBA penalty. Flight paths were modeled based on typical usage described by pilots. **Drawing AP1.1** shows the results of this case. The 55 Ldn contour remains only on the hospital property, and thus by this analysis using federal standards and Oregon standards there is no significant noise impact.

Conclusions

The existing 55 Ldn contour remains on the hospital property as shown on **Drawing AP1.1**. Since there are no 65 Ldn contours on adjacent properties these results are consistent with FAA goals of minimizing noise impact to residential and other noise sensitive areas. It further complies with the State of Oregon's more restrictive standard of 55 Ldn for considering further noise study. Thus, the Good Shepherd Hospital heliport meets the federal and state standards for ensuring no significant noise impacts exist to adjacent noise sensitive uses and the local community.

58



Section 3, ItemA.

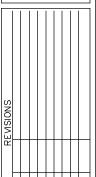
LAKE OSWEGO OREGON 97034

ARON FAECRE

LAKE OSNEGI, OREBON

LIFE FLIGHT NETWORK HANGAR & CREW QUARTERS GOOD SHEPHERD HOSPITAL

APPROACH ZONE LOCAL WITH 55 Ldn CONTOUR



PAGE:



Members of the Planning Commission **STAFF REPORT**

For the Meeting of April 10, 2024

Title/Subject

Final Plat- View Wood Estates Phase II 4N2814AD Tax Lot 902 - 920 E View Drive

Summary and Background

Matt Kenny of Kenny Land Surveying has submitted a final plat for Phase 2 of View Wood Estates subdivision. The property is described as 4N2814AD Tax Lot 902 and is zoned Multi-Structure Residential (R-4). This final phase creates 24 lots ranging from 5,966 to 12,066 square feet in size.

The planning commission's approval of the preliminary plat in November of 2021 was subject to twelve conditions of approval. The criteria that are applicable to the decision to accept the final plat are contained in 154.36 of the Hermiston Code of Ordinances which governs the information presented on the final plat.

The preliminary plat conditions and the final plat requirements are attached to this report as Exhibit A. The map showing the property boundary and adjacent streets is attached as Exhibit B. The final plat as prepared by the surveyor is attached as Exhibit C.

Tie-In to Council Goals

Approval of final plats is a matter of administration of city ordinances.

Fiscal Information

The twenty-four (R-4) lots will result in twenty-four new housing units with an average price of \$375,000. Each housing unit will produce an average of \$2,576 in municipal tax revenue. The net result is approximately \$61,824 in tax revenue to the city at full build-out.

Alternatives and Recommendation

Alternatives

The planning commission may choose to approve or deny the final plat.

Recommended Action/Motion

Staff recommends the planning commission approve the final plat.

Section 4, ItemA.

Motion to approve the final plat with the conditions.

Submitted By:

Clinton Spencer, Planning Director

EXHIBIT A

Conditions of Approval

View Wood Estates Phase 2

April 10, 2024

Conditions of Preliminary Plat Approval November 10, 2021.

Applicant shall work with and receive certification from the Hermiston Irrigation
District prior to final plat approval. Applicant should be aware that the City of
Hermiston will not sign the final plat until the irrigation district has been satisfied
and signs the final plat.

Finding: This condition shall remain in effect. The site abuts the A-Line Canal and HID requirements for plat signature shall be satisfied.

2. Applicant shall improve the E View Drive and SE 9th Street frontage of the property with curb, gutter, sidewalk, drainage improvements and half street paving.

Finding: This condition has been satisfied.

3. Applicant must sign an improvement agreement and shall install grading, storm drainage, curb and gutter, sidewalks, street paving, and all service utilities for this development. All improvements shall comply with the city standards and specifications and shall receive final approval from the city engineer.

Finding: This condition has been satisfied.

4. Streetlights shall be installed at the applicant's cost. Once installed, the City will assume the monthly service charges.

Finding: This condition has been satisfied.

Applicant shall comply with all provisions of 92.12 of the Hermiston Code of Ordinances (relating to the control of blowing dust) during all phases of construction.

Finding: This condition shall remain in effect during housing construction.

6. All streets shall be designated in accordance with 92.22 of the Hermiston Code of Ordinances as detailed in the findings of fact for Chapter 94. Specifically, "A Street" shall be designated as a SE Drive and "B Street" shall be designated as SE 9th Place.

Finding: This condition has been satisfied for SE Kimber Drive and SE 9th St.

7. Easements of at least 10 feet in width shall be provided along all street frontages.

Finding: This condition has been satisfied.

8. Lots 11, 12, 30 and 31 shall not establish driveways onto E View Drive.

Finding: This condition has been satisfied by a notation on the final plat.

9. Lot 3 shall not establish a driveway onto "A Street" within 50 feet of the stop sign at the A Street/SE 9th Street intersection.

Finding: This condition has been satisfied by a notation on the final plat.

10. "B Street" shall be reconfigured on the final plat to provide a cul-de-sac tear drop of 50 feet in radius and Lots 33, 34, and 35 shall be reconfigured to provide access to the cul-de-sac compliant with 154.19 of the Hermiston Code of Ordinances.

Finding: This condition has been satisfied.

11. Based upon testimony from the Confederated Tribes of the Umatilla Indian Reservation (CTUIR), the developer shall comply with all provisions of ORS 358.900 through 358.961 during all phases of development. In the event an artifact or other item or archaeological significance is discovered, the applicant shall immediately coordinate with CTUIR.

Finding: This condition remains in effect.

12. Applicant shall incorporate Covenants, Conditions, and Restrictions (CC&Rs) as provided to the planning commission on November 10, 2021.

Finding: This condition shall remain in effect.

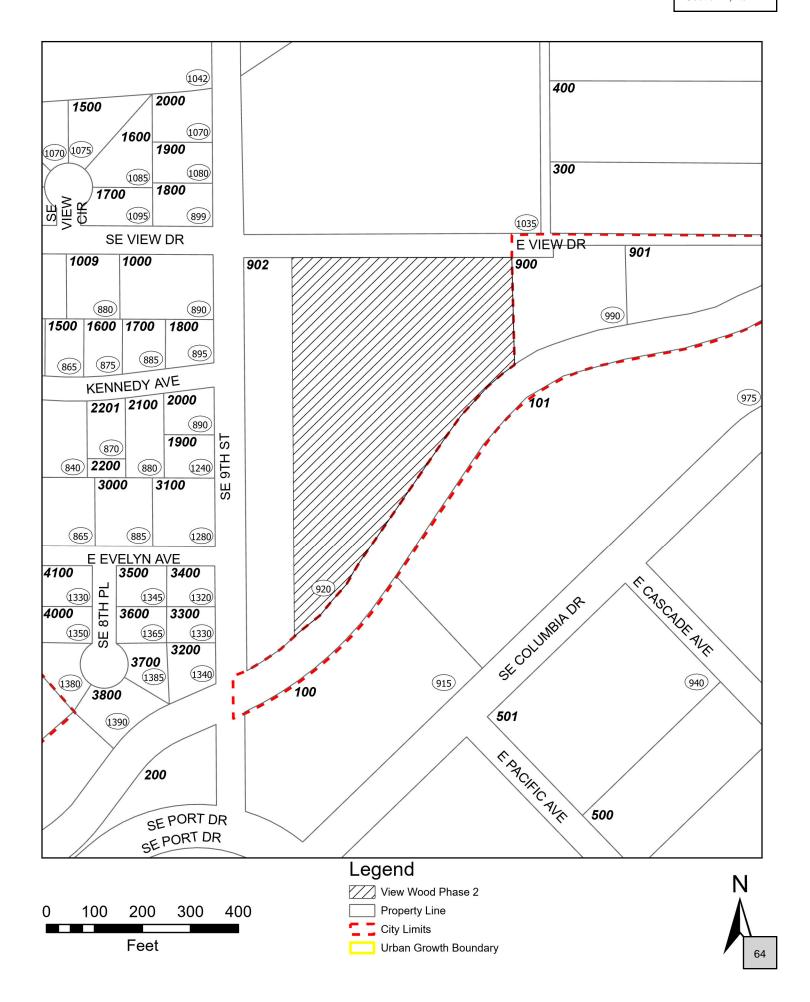
§154.46 Final Plat Requirements

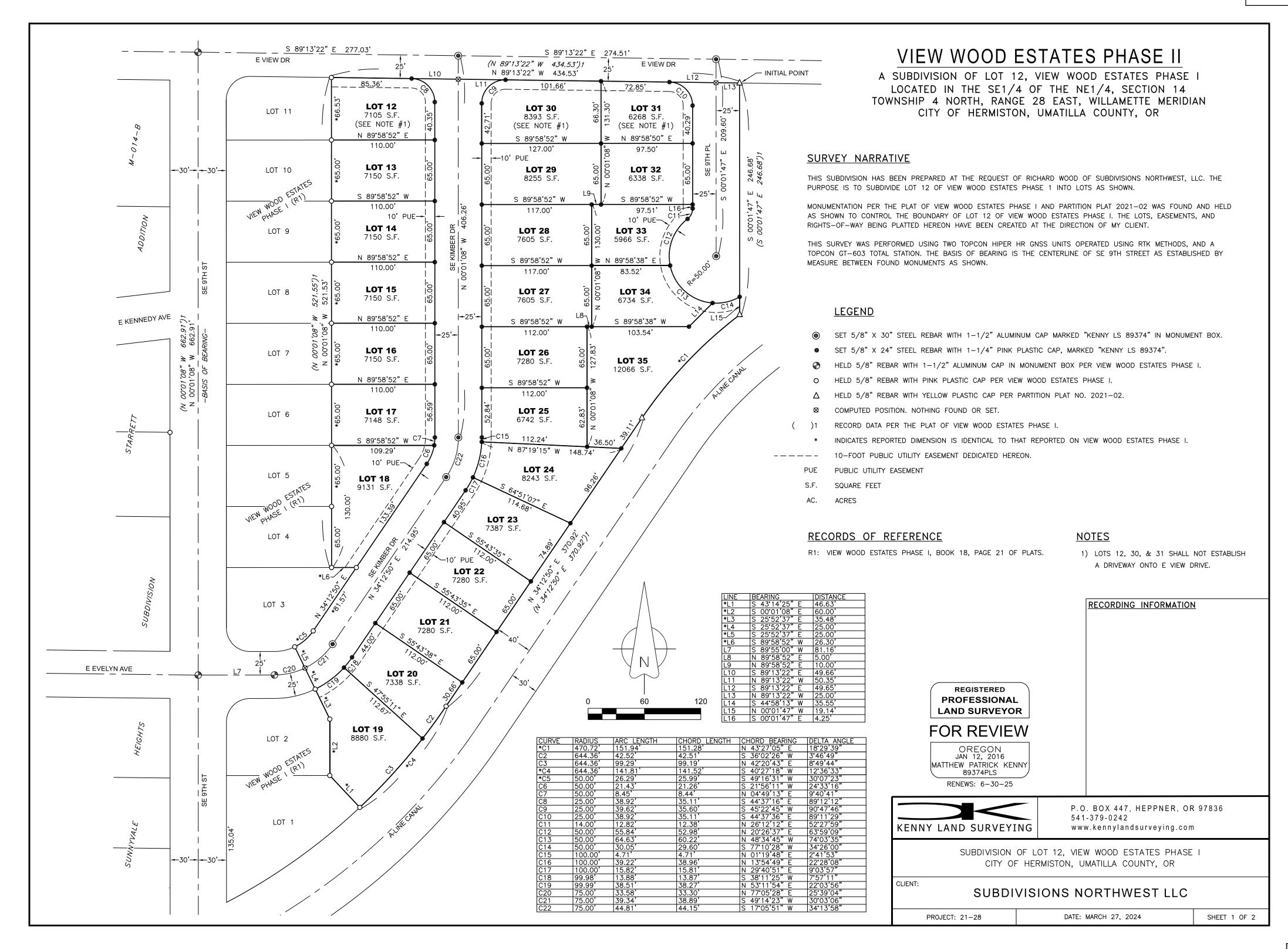
Per §154.46 of the Hermiston Code of Ordinances, the final plat shall show:

- (A) The boundary lines of the area being subdivided, with accurate distances and bearings;
- (B) The lines of all proposed streets and alleys with their width and names;
- (C) The accurate outline of any portions of the property intended to be dedicated or granted for public use;
- (D) The line of departure of one street from another;
- (E) The lines of all adjoining property and the lines of adjoining streets and alleys with their widths and names;
- (F) All lot lines together with an identification system for all lots and blocks;
- (G) The location of all building lines and easements provided for public use, services or utilities;

- (H) All dimensions, both linear and angular, necessary for locating the boundaries of the subdivision, lots, streets, alleys, easements, and other areas for public or private use. Linear dimensions are to be given to the nearest 1/10 of a foot;
- (I) All necessary curve data;
- (J) The location of all survey monuments and benchmarks together with their descriptions;
- (K) The name of the subdivision, the scale of the plat, points of the compass, and the name of owners or subdivider:
- (L) The certificate of the surveyor attesting to the accuracy of the survey and the correct location of all monuments shown;
- (M) Private restrictions and trusteeships and their periods of existence. Should these restrictions or trusteeships be of such length as to make their lettering on the plat impracticable and thus necessitate the preparation of a separate instrument, reference to such instrument shall be made on the plat;
- (N) Acknowledgment of the owner or owners to the plat and restrictions, including dedication to public use of all streets, alleys, parks or other open spaces shown thereon, and the granting of easements required; and
- (O) Certificates of approval for endorsement by the City Council and certificate indicating its submission to the Planning Commission, together with approval for endorsement by other local, county and/or state authority as required by Oregon statutes.

Finding: All items required for the final plat are shown on the final plat.





SURVEYOR'S CERTIFICATE

I, MATTHEW PATRICK KENNY, A REGISTERED PROFESSIONAL LAND SURVEYOR IN THE STATE OF OREGON, DO HEREBY CERTIFY THAT I HAVE CORRECTLY SURVEYED AND MARKED WITH LEGAL MONUMENTS, THE LAND AS SHOWN HEREON IN ACCORDANCE WITH ORS CHAPTER 92, AS REVISED, AND THE LAND USE CODE OF HERMISTON, OR. I FURTHER CERTIFY THAT THE INITIAL POINT HAS BEEN IDENTIFIED AS THE FOUND 5/8" REBAR MARKING THE NORTHEAST CORNER OF THIS PLAT. I FURTHER CERTIFY THAT I HAVE PROVIDED THE TRACT LEGAL DESCRIPTION IN ACCORDANCE WITH ORS 92.070(1), AS SHOWN BELOW.

MATTHEW PATRICK KENNY, PLS CERTIFICATE NO. 89374

DATE

LEGAL DESCRIPTION

LOT 12, VIEW WOOD ESTATES PHASE I, RECORDED OCTOBER 24, 2023 UNDER BOOK 18, PAGE 21 OF PLATS, INSTRUMENT NUMBER 2023-0007397, OFFICE OF UMATILLA COUNTY RECORDS, LOCATED IN THE SOUTHEAST QUARTER OF THE NORTHEAST QUARTER OF SECTION 14, TOWNSHIP 4 NORTH, RANGE 28 EAST, WILLAMETTE MERIDIAN, UMATILLA COUNTY, OREGON.

SUBJECT TO EASEMENTS AS SHOWN ON PARTITION PLAT NO. 2021-02 AND VIEW WOOD ESTATES PHASE I.

APPROVALS

UMATILLA COUNTY SURVEYOR	CITY OF HERMISTON PLANNING COMMISS
I CERTIFY THAT I HAVE EXAMINED AND APPROVED THIS PLAT, ON THIS	I CERTIFY THAT I HAVE EXAMINED AND APPROVED THIS PLAT, ON THIS
DAY OF	DAY OF, 2024
UMATILLA COUNTY SURVEYOR	CHAIRMAN-HERMISTON PLANNING COMMISSION
UMATILLA COUNTY ASSESSOR/TAX COLLECTOR	HERMISTON CITY COUNCIL
I CERTIFY THAT I HAVE EXAMINED AND APPROVED THIS PLAT. TAXES ARE PAID IN FULL, ON THIS	I CERTIFY THAT I HAVE EXAMINED AND APPROVED THIS PLAT, AND ACCEPT THE PUBLIC DEDICATIONS BEING MADE HEREON, ON THIS
DAY OF, 2024.	DAY OF, 2024
UMATILLA COUNTY ASSESSOR	MAYOR, CITY OF HERMISTON
UMATILLA COUNTY TAX COLLECTOR	
	HERMISTON IRRIGATION DISTRICT
UMATILLA COUNTY COMMISSIONERS	I CERTIFY THAT I HAVE EXAMINED AND APPROVED THIS PLAT, ON THIS
APPROVED ON THIS	DAY OF, 2024
DAY OF, 2024.	
	MANAGER-HERMISTON IRRIGATION DISTRICT
CHAIR	
COMMISSIONER	

VIEW WOOD ESTATES PHASE II

A SUBDIVISION OF LOT 12, VIEW WOOD ESTATES PHASE I LOCATED IN THE SE1/4 OF THE NE1/4, SECTION 14 TOWNSHIP 4 NORTH, RANGE 28 EAST, WILLAMETTE MERIDIAN CITY OF HERMISTON, UMATILLA COUNTY, OR

OWNER'S DECLARATION

WE, SUBDIVISIONS NORTHWEST, LLC, OWNERS OF THE LAND BEING DIVIDED BY THIS SUBDIVISION, DO HEREBY ACKNOWLEDGE THAT WE HAVE CAUSED THIS PLAT TO BE PREPARED AND THE PROPERTY SUBDIVIDED AS SHOWN HEREON. IN ACCORDANCE WITH THE PROVISIONS OF ORS CHAPTER 92, AS REVISED, AND THE LAND USE CODE OF THE CITY OF HERMISTON, OR. WE HEREBY DEDICATE TO THE PUBLIC, A 50-FOOT WIDE RIGHT OF WAY FOR SE KIMBER DRIVE AS MAPPED HEREON, WE FURTHER DEDICATE TO THE PUBLIC, THE VARYING WIDTH RIGHT OF WAY FOR SE 9TH PL AS MAPPED HEREON. WE FURTHER DEDICATE THE PUBLIC THE 10-FOOT WIDE PUBLIC UTILITY EASEMENTS AS MAPPED HEREON.

RICHARD WOOD, MANAGER	DATE
STATE OF	
COUNTY OF	
	2024, THE ABOVE NAMED INDIVIDUAL APPEARED PERSONALLY BEFORE ME AND IS EXECUTED THE OWNER'S DECLARATION AND ACKNOWLEDGED THAT THEY DID SO FREELY
NOTARY PUBLIC FOR THE STATE OF	
PRINTED NAME:	
COMMISSION NUMBER:	
MY COMMISSION EXPIRES:	

REGISTERED **PROFESSIONAL** LAND SURVEYOR

FOR REVIEW

OREGON JAN 12, 2016 MATTHEW PATRICK KENNY 89374PLS

RENEWS: 6-30-25



P.O. BOX 447, HEPPNER, OR 97836 541-379-0242 www.kennylandsurveying.com

RECORDING INFORMATION

SUBDIVISION OF LOT 12, VIEW WOOD ESTATES PHASE I CITY OF HERMISTON, UMATILLA COUNTY, OR

CLIENT:

SUBDIVISIONS NORTHWEST LLC

DATE: MARCH 27, 2024 SHEET 2 OF 2 PROJECT: 21-28